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SENATE

Report
101-421

HUMAN SERVICES REAUTHORIZATION ACT OF 1990

August 3 (legislative day, July 10), 1990.—Ordered to be printed

Mr. Kennedy, from the Committee on Labor and Human Resources, submitted the following

REPORT

[To accompany H.R. 4151]

The Committee on Labor and Human Resources, to which was referred the bill (H.R. 4151) to authorize appropriations for fiscal years 1991 through 1994 to carry out the Head Start Act, the Follow Through Act, the Community Services Block Grant Act, and for other purposes, having considered the same, reports favorably thereon with an amendment in the nature of a substitute and recommends that the b ill as amended do pass.

CONTENTS

Page

I. Summary of the bill 43
II. Background and need for legislation 45
III. History of legislation 62
IV. Committee views 65
V. Cost estimate 90
VI. Regulatory impact statement 95
VII. Section-by-section analysis 95
VIII. Committee action 103
IX. Changes in existing law 103

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) Short Title.—This Act may be cited as the "Human Services Reauthorization Act of 1990".

(b) Table of Contents.—The table of contents is as follows:

Sec. 1. Short title; table of contents.

TITLE I—HEAD START

Subtitle A—Amendments to the Head Start Act

Sec. 101. Short title.

5543-23

Sec. 102. Statement of purpose and policy.
Sec. 103. Authorization of appropriations.
Sec. 104. Reservation of funds.
Sec. 105. Guidelines for local service delivery models; maintenance of current services.
Sec. 106. Conditions on renewed funding of grantees.
Sec. 107. Coordination with other agencies and programs.
Sec. 108. Administrative costs.
Sec. 109. Neutrality.
Sec. 110. Participation in head start programs.
Sec. 111. Notice and hearing.
Sec. 112. Staff qualifications.
Sec. 113. Requirements applicable to the Secretary.
Sec. 114. Cooperative research.
Sec. 115. Study of head start participants.
Sec. 116. Poverty line.
Sec. 117. Comparability of wages.
Sec. 118. Authority of Secretary.
Sec. 119. Technical amendments.

Subtitle B—Head Start Transition Project

Sec. 121. Short title.
Sec. 122. Definitions.
Sec. 123. Head start transition grants.
Sec. 124. Eligibility.
Sec. 125. Requirements.
Sec. 126. Application.
Sec. 127. Evaluation and report.
Sec. 128. Payments; Federal share.
Sec. 129. Coordination with follow through.
Sec. 130. Funding.
Sec. 131. Conforming amendment.

TITLE II—AMENDMENTS TO THE LOW-INCOME HOME ENERGY ASSISTANCE ACT OF 1981

Sec. 201. References.
Sec. 202. Forward funding of LIHEAP.
Sec. 203. Reauthorization.
Sec. 204. State allotments.
Sec. 205. Application.
Sec. 206. Authority to use funds for weatherization.
Sec. 207. Authority to carry funds over.
Sec. 208. Leveraging incentive program.

TITLE III—AMENDMENTS TO THE FOLLOW THROUGH ACT

Sec. 301. Technical amendments.
Sec. 302. Financial assistance for follow through programs.
Sec. 303. Applications and funding.
Sec. 304. Program improvement.
Sec. 305. Research and evaluation contracts.
Sec. 306. Evaluation.
Sec. 307. General and administrative provisions.
Sec. 308. Participation in other educational activities.

TITLE IV—AMENDMENTS TO THE STATE DEPENDENT CARE DEVELOPMENT GRANTS ACT

Sec. 401. Authorization of appropriations.
Sec. 402. Operation costs of after school care programs authorized.
Sec. 403. Report by grant recipients.
Sec. 404. Technical amendments.

TITLE V—AMENDMENTS TO THE COMMUNITY SERVICES BLOCK GRANT ACT

Sec. 501. Authorization of appropriations.
Sec. 502. Eligible entities.
Sec. 503. State allocations.
Sec. 504. Discretionary authority of Secretary.
Sec. 505. Community food and nutrition.
Sec. 506. Annual report.
Sec. 507. Technical amendment.

TITLE VI—AMENDMENTS TO THE CHILD DEVELOPMENT ASSOCIATE SCHOLARSHIP ASSISTANCE ACT OF 1985

Sec. 601. Adequacy of scholarships.
Sec. 602. Definitions.

TITLE VII—AMENDMENTS RELATING TO DEMONSTRATION PARTNERSHIP AGREEMENTS ADDRESSING THE NEEDS OF THE POOR

Sec. 701. Programs for special populations.
Sec. 702. Authorization of appropriations.

TITLE VIII—AMENDMENTS TO THE COMPREHENSIVE CHILD DEVELOPMENT CENTERS ACT

Sec. 801. Authorization of appropriations.

TITLE IX—COORDINATED SERVICES FOR CHILDREN, YOUTH, AND FAMILIES

Sec. 901. Short title.
Sec. 902. Findings.

Subtitle A—Establishment of Administration and Awarding of Grants for Programs

Sec. 911. Short title.
Sec. 912. Definitions.

CHAPTER 1—ADMINISTRATION ON CHILDREN, YOUTH, AND FAMILIES

Sec. 915. Establishment of the administration on children, youth, and families.
Sec. 916. Functions of the Commissioner.
Sec. 917. Federal agency consultations.
Sec. 918. Federal Council on Children, Youth, and Families.
Sec. 919. Administration.

CHAPTER 2—GRANTS FOR STATE AND COMMUNITY PROGRAMS FOR CHILDREN, YOUTH, AND FAMILIES

Sec. 925. Purpose.
Sec. 926. Definitions.
Sec. 927. Cooperative arrangements.
Sec. 928. Administration.
Sec. 929. Independent State body.
Sec. 930. State plan.
Sec. 931. Planning, coordination, evaluation, and administration of State plans.
Sec. 932. Supportive services.
Sec. 933. Authorization of appropriation and allotment.

CHAPTER 3—FAMILY RESOURCE AND SUPPORT PROGRAM GRANTS

Sec. 941. Short title.
Sec. 942. Purpose.
Sec. 943. Definitions.
Sec. 944. Grants.
Sec. 945. Planning grants.
Sec. 946. Operational grants.
Sec. 947. Local program requirements.
Sec. 948. Interagency planning.
Sec. 949. Authorization of appropriations.

CHAPTER 4—National Clearinghouse

Sec. 955. Short title.
Sec. 956. Findings and purpose.
Sec. 957. Definition.
Sec. 958. Establishment of National Center on Family Resource and Support Programs.
Sec. 959. Evaluation.
Sec. 960. Authorization of appropriations.

Subtitle B—Coordinated Health Care for Children

CHAPTER 1—PRIMARY PEDIATRIC OUTREACH AND CARE

Sec. 971. Short title.
Sec. 972. Primary pediatric care for disadvantaged children program.

CHAPTER 2—GRANTS FOR ACCESS TO HEALTH CARE

Sec. 975. Demonstration grants.

Subtitle C—White House Conference on Young Americans

Sec. 981. Short title.
Sec. 982. Findings.
Sec. 983. Authority of the President and Secretary; final report.
Sec. 984. Administration.
Sec. 985. Committee.
Sec. 986. Authorization of appropriation.

TITLE X—EFFECTIVE DATES

Sec. 1001. Effective dates.

TITLE I—HEAD START

Subtitle A—Amendments to the Head Start Act

SEC. 101. SHORT TITLE.

This subtitle may be cited as the "Head Start Expansion and Quality Improvement Act".

SEC. 102. STATEMENT OF PURPOSE AND POLICY.

Section 636(b) of the Head Start Act (42 U.S.C. 9831(b)) is amended by inserting ", non-English language background," after "migrant".

SEC. 103. AUTHORIZATION OF APPROPRIATIONS.

Section 639 of the Head Start Act (42 U.S.C. 9834) is amended—

(1) by striking "$1,198,000,000" and all that follows through "1989, and"; and

(2) by inserting after "1990" the following: ", $2,386,000,000 for fiscal year 1991, $4,273,000,000 for fiscal year 1992, $5,924,000,000 for fiscal year 1993, and $7,660,000,000 for fiscal year 1994".

SEC. 104. RESERVATION OF FUNDS.

(a) Reservation of Funds.—Section 640(a) of the Head Start Act (42 U.S.C. 9835(a)) is amended—

(1) in paragraph (1), by striking "and (3)" and inserting "through (5)";

(2) in paragraph (2)—

(A) by striking out "children, except that there shall be made available for use by Indian" and all that follows through "1985" in subparagraph (A), and inserting in lieu thereof "and non-English language background children, except that there shall be made available for each fiscal year for use by Indian and migrant Head Start programs, or a nationwide basis, not less than the amount that was obligated for use by Indian and migrant Head Start programs for fiscal year 1990";

(B) by striking out "the Trust Territory of the Pacific Islands" and inserting in lieu thereof "the Federated States of Micronesia, the Republic of the Marshall Islands, Palau, the Commonwealth of";

(C) by striking out "the amount expended" and all that follows through "1982" in subparagraph (C), and inserting "2 percent of the amount appropriated for any such fiscal year";

(D) by striking the penultimate sentence; and

(E) by inserting "or paragraph (3)" after "this paragraph" in the last sentence;

(3) in paragraph (3) by striking "87 percent of the";

(4) by redesignating paragraphs (3) and (4) as paragraphs (5) and (6), respectively;

(5) by inserting after paragraph (2) the following new paragraphs:

"(3)(A) For any fiscal year for which the amount appropriated under section 639(a) exceeds the adjusted appropriation, the Secretary shall reserve the quality improvement funds for such fiscal year, for one or more of the following quality improvement activities:

"(i) Subject to section 653, not less than one-half of the amount reserved under this subparagraph, to improve the compensation (including benefits) of staff of Head Start agencies and thereby enhance recruitment and retention of such staff.

"(ii) To pay transportation costs incurred by Head Start agencies to enable eligible children to participate in a Head Start program.

"(iii) To employ additional Head Start staff, including staff necessary to reduce the child-staff ratio and staff necessary to coordinate a Head Start program with other services available to children participating in such program and to their families.

"(iv) To pay costs incurred by Head Start agencies to purchase insurance (other than employee benefits) and thereby maintain or expand Head Start services.

"(v) To make nonstructural and minor structural changes, and to acquire and install equipment, for the purpose of improving facilities necessary to expand the availability, or enhance the quality, of Head Start programs.

"(vi) To supplement amounts provided under section 640(a)(2)(C) to provide training necessary to improve the qualifications of the staff of the Head Start agencies, and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start programs, including children from dysfunctional families, children who experience chronic violence in their communities, or children who experience substance abuse in their families.

"(B) Funds reserved by the Secretary under subparagraph (A) shall be used to supplement, not to supplant, funds received under paragraphs (2), (4), and (5).

"(4)(A) Of the amounts appropriated under section 639(a), the Secretary shall reserve $30,000,000 for fiscal year 1991, $31,200,000 for fiscal year 1992, $32,448,000 for fiscal year 1993, and $33,745,920 for fiscal year 1994 to make grants to Head Start agencies to carry out early childhood intervention programs, to be known as 'Parent-Child Centers', within Head Start programs.

"(B)(i) Programs carried out under this paragraph shall be designed—

"(I) to enhance the development of children who are less than 3 years of age; and

"(II) to strengthen the family unit by providing opportunities for increasing the child development skills and knowledge of their parents.

"(ii) Programs carried out under this paragraph shall provide comprehensive services (such as social, health, and educational services) to low-income families with children who are less than 3 years of age. Such programs may provide such services to any eligible family for any duration of time and may be center-based, home-based, or a combination of both.

"(C) The Secretary shall not make a grant under this paragraph to a Head Start agency for any fiscal year unless—

"(i) such agency certifies that carrying out the early childhood intervention program for which such grant is requested will not reduce services provided by such agency to children who participate in other programs provided by such agency under this subchapter; and

"(ii) such agency certifies that to the maximum extent practicable, it will provide continuous service to children who receive services under this paragraph through compulsory school age, either through the early childhood intervention programs authorized by this paragraph or through other Head Start programs.

"(D) For purposes of this paragraph, the term 'low-income family' means a family that satisfies the eligibility requirements applicable under section 645(a)."; and

(6) in paragraph (6) (as so redesignated by paragraph (4))—

(A) by inserting "the Commonwealth of" before "the Northern Mariana"; and

(B) by striking out "the Trust Territory of the Pacific Islands" and inserting in lieu thereof "the Federated States of Micronesia, the Republic of the Marshall Islands, and Palau".

(b) **Definition.**—Section 637 of the Head Start Act (42 U.S.C. 9832) is amended—

(1) in paragraph (2), by striking out "the Trust Territory of the Pacific Islands" and inserting in lieu thereof "the Federated States of Micronesia, the Republic of the Marshall Islands, Palau"; and

(2) by adding at the end thereof the following new paragraphs:

"(4) The term 'adjusted appropriation' means—

"(A) with respect to the first fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, 110 percent of the amount appropriated under section 639(a) for the preceding fiscal year, adjusted to reflect the percentage change in the Consumer Price Index For All Urban Consumers (issued by the Bureau of Labor Statistics) occurring in the 1-year period ending immediately before the fiscal year with respect to which a determination is made under section 640(a)(3)(A); and

"(B) with respect to each subsequent fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, the amount appropriated under section 639(a) for the preceding fiscal year adjusted to reflect the percentage change in the Consumer Price Index For All Urban Consumers (issued by the Bureau of Labor Statistics) occurring in the 1-year period ending immediately before the fiscal year with respect to which a determination is made under section 640(a)(3)(A).

"(5) The term 'quality improvement funds' means—

"(A) with respect to the first fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, 10 percent of the amount appropriated under section 639(a) for such fiscal year; and

"(B) with respect to each subsequent fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, 25 percent of the portion of the amount appropriated under section 639(a) for such fiscal year that exceeds the adjusted appropriation for such fiscal year.".

SEC. 105. GUIDELINES FOR LOCAL SERVICE DELIVERY MODELS; MAINTENANCE OF CURRENT SERVICES.

Section 640 of the Head Start Act (42 U.S.C. 9835) is amended—

(1) in subsection (d), by striking out the last sentence; and

(2) by adding at the end the following new subsections:

"(f) The Secretary shall establish procedures to enable Head Start agencies to develop locally designed or specialized service delivery models to address local community needs.

"(g) If in any fiscal year, the amounts appropriated to carry out the program under this subchapter exceed the amount appropriated in the prior fiscal year, the Secretary shall, prior to using such additional funds to serve an increased number of children, allocate such funds in a manner that makes available the funds necessary to maintain the level of services provided during the prior year, taking into consideration the percentage change in the Consumer Price Index for all Urban Consumers, as published by the Bureau of Labor Statistics.".

SEC. 106. CONDITIONS ON RENEWED FUNDING OF GRANTEES.

(a) In General.—Subsection (c) of section 641 of the Head Start Act (42 U.S.C. 9836(c)) is amended—

(1) by redesignating paragraph (1) as subparagraph (A);

(2) by inserting "(1)" after the subsection designation; and

(3) by striking out paragraph (2) and the matter following such paragraph and inserting in lieu thereof the following:

"(B) except that, if there is no agency of the type referred to in subparagraph (A) because of any change in the assistance furnished to programs for economically disadvantaged persons, the Secretary shall give priority in the designation of Head Start agencies to any successor agency that is operating a Head Start program in substantially the same manner as the predecessor agency that did receive funds in the fiscal year preceding the fiscal year for which the determination is made.

"(2) The Secretary shall conduct a full review of each designated Head Start agency at least once during each 3-year period, and shall determine whether each agency meets program and fiscal requirements established by the Secretary.

"(3) In carrying out a review of each Head Start agency under paragraph (2), the Secretary shall—

"(A) to the maximum extent practicable, carry out such review by using employees of the Department of Health and Human Services who are knowledgeable about Head Start programs;

"(B) ensure that an employee of the Department of Health and Human Services who is knowledgeable about Head Start programs supervises such review at the site of such agency; and

"(C) measure the compliance of the programs of such agency with the performance standards in effect under section 651(b).".

SEC. 107. COORDINATION WITH OTHER AGENCIES AND PROGRAMS.

Section 642(c) of the Head Start Act (42 U.S.C. 9837(c)) is amended by striking out "with other State" and all that follows through the end thereof and inserting in lieu thereof "with public schools, the State agency responsible for administering section 402(g) of the Social Security Act, and other programs serving the children and families served by the Head Start agency to carry out the provisions of this subtitle.".

SEC. 108. ADMINISTRATIVE COSTS.

The first sentence of section 644(b) of the Head Start Act (42 U.S.C. 9839(b)) is amended by inserting "the required" after "including".

SEC. 109. NEUTRALITY.

Section 644 of the Head Start Act (42 U.S.C. 9839) is amended by adding at the end the following new subsection:

"(e) Funds appropriated to carry out this subchapter shall not be used to assist, promote, or deter union organizing.".

SEC. 110. PARTICIPATION IN HEAD START PROGRAMS.

The last sentence of section 645(a)(2) of the Head Start Act (42 U.S.C. 9840(a)(2)) is amended by striking "1990" and inserting "1994".

SEC. 111. NOTICE AND HEARING.

Section 646 of the Head Start Act (42 U.S.C. 9841) is amended—

(1) by inserting "(a)" after "Sec. 646.";

(2) in paragraph (3) by inserting "or reduced" after "terminated"; and

(3) by adding at the end the following new subsection:

"(b) The Secretary shall not prescribe any procedure that would modify the operation of section 1303.21 or 1303.33, or any of subdivisions (a) through (f) of section 1303.35, of part 1303 of chapter XIII of the Code of Federal Regulations as in effect on April 1, 1990.".

SEC. 112. STAFF QUALIFICATIONS.

(a) In General.—Section 648 of the Head Start Act (42 U.S.C. 9843) is amended—

(1) by striking out the section heading and inserting in lieu thereof the following new heading:

"TECHNICAL ASSISTANCE, TRAINING, AND STAFF QUALIFICATIONS";

(2) by inserting "(a)" before "The Secretary shall";

(3) by inserting "training for personnel providing services to non-English background children," after "such personnel,"; and

(4) by adding at the end thereof the following new subsection:

"(b) The Secretary shall ensure that not later than September 30, 1994, each Head Start classroom in a center-based program is assigned one teacher who has—

"(1) a child development associate (CDA) credential that is appropriate to the age of the children being served in center-based programs;

"(2) a State awarded certificate for preschool teachers that meets or exceeds the requirements for a child development associate credential;

"(3) an associate, baccalaureate, or advanced degree in early childhood education; or

"(4) a degree in a field related to early childhood education with experience in teaching preschool children and a State awarded certificate to teach in a preschool program.".

(b) Definition.—Section 637 of such Act (42 U.S.C. 9832) (as amended by section 104(b)), is further amended by adding at the end thereof the following new paragraph:

"(6) The term 'Head Start classroom' means a group of children supervised and taught by two paid staff members (a teacher and a teacher's aide or two teachers) and, where possible, a volunteer.".

SEC. 113. REQUIREMENTS APPLICABLE TO THE SECRETARY.

(a) In General.—Section 649 of the Head Start Act (42 U.S.C. 9844) is amended—

(1) in the section heading by striking "AND PILOT PROJECTS" and inserting "PILOT PROJECTS, STUDIES, AND REPORTS"; and

(2) by adding at the end the following new subsections:

"(d) Subject to subsection (a) through (c), the Secretary shall conduct, through grants or contracts made or entered into with qualified persons, a study of various approaches to providing early, continuous, and comprehensive intervention to low-income or at-risk children from birth to age 3 and to the families of such children. Such study shall compare a variety of approaches to providing such services, including programs funded under the Comprehensive Child Development Act, Parent-Child Centers, home-based Head Start programs, Head Start family day care, and center-based Head Start (including migrant and nonmigrant programs). Such study shall assess such approaches based on their appropriateness for specific populations of children, including those from dysfunctional families, children of substance abusers, and children who experience chronic violence in their communities.

"(e) The Secretary shall conduct, through grants or contracts made or entered into with qualified persons, a study of Head Start family day care. Such study shall consider the effectiveness of providing Head Start services in a family day care setting and assess the program characteristics that are necessary to ensure that programs are effective.

"(f)(1) At least once during every 2-year period, the Secretary shall prepare and submit, to the appropriate Committees of Congress, a report concerning the status of children (including disabled and non-English language background children) in Head Start programs, including the number of children and the services being provided to such children. Such report shall include—

"(A) information concerning transportation, facilities, and methods for identifying and locating eligible children in both urban and rural areas, including cost, problems encountered and innovative solutions to such problems;

"(B) information concerning the distribution of funds, including the—

"(i) proportion of funds distributed to newly designated Head Start agencies;

"(ii) distribution of Head Start services relative to the distribution of children who are eligible to participate in Head Start programs;

"(iii) share of funds provided for Head Start programs by State and local sources;

"(iv) cost per child, and the variations in such cost by region; and

"(v) where available and appropriate, a description of the effect of the 1990 Decennial Census on the allotment of funds under this subchapter;

"(C) information concerning children participating in programs receiving Head Start funding, including family income, racial and ethnic background, gender, disability, and receipt of benefits under title IV of the Social Security Act;

"(D) information concerning the parents of children participating in programs receiving Head Start funding, including the—

"(i) employment status of such parents (including any change that occurred while the child was enrolled in Head Start);

"(ii) education level of such parents;

"(iii) the training or education that such parents received while their children were enrolled in Head Start programs; and

"(iv) level and nature of the participation of such parents in the Head Start program as volunteers or in other capacities;

"(E) information concerning Head Start staff, including salaries, education, training, experience, and turnover;

"(F) a description of the services provided to children and families, on-site or through referral, including health, mental health, and dental care, parenting education, and literacy training;

"(G) the use and sources of Head Start funds at the national, regional, and local levels, including the share of funds used for salaries, facilities, transportation, supportive services, insurance, and wrap-around child care services;

"(H) a description of the programs funded under this subchapter, including locally designed or specialized service delivery models, that specifies—

"(i) the extent to which such programs comply with performance standards and regulations;

"(ii) the type and condition of facilities in which such programs are located;

"(iii) the type of organizations that receive Head Start funds under such programs;

"(iv) the number of children served under each program option; and

"(v) the extent to which Head Start programs coordinate with other programs serving young children, including local educational agencies; and

"(I) summaries of evaluations and studies conducted during the period covered by the report.

"(2) Promptly after submitting each report to Congress under paragraph (1), the Secretary shall publish in the Federal Register a notice indicating that such report is available to the public and specifying how such report may be obtained.".

(b) CONFORMING AMENDMENTS.—Section 650 of such Act (42 U.S.C. 9845) is amended—

(1) by striking the section heading and inserting the following new heading:

"ANNOUNCEMENT OF RESEARCH, DEMONSTRATION, PILOT PROJECTS, STUDIES, AND REPORT CONTRACTS";

(2) in subsection (a)(1), by striking "or pilot project" and inserting "pilot project, study, or report"; and

(3) in subsection (c), by inserting "reports," after "studies,".

SEC. 114. COOPERATIVE RESEARCH.

Section 651(c)(2) of the Head Start Act (42 U.S.C. 9846(c)(2)) is amended by adding at the end the following sentence: "The Secretary may provide funds for community-based cooperative research efforts to enable Head Start directors to conduct evaluations of their programs with the assistance of qualified researchers not directly involved in the administration of the program or project operation.".

SEC. 115. STUDY OF HEAD START PARTICIPANTS.

(a) LONGITUDINAL STUDY REQUIRED.—The Head Start Act is amended by inserting after section 651 (42 U.S.C. 9846) the following new section:

"SEC. 651A. LONGITUDINAL STUDY OF HEAD START PARTICIPANTS.

"(a) IN GENERAL.—The Secretary shall conduct, through grants or contracts made or entered into with qualified persons, a longitudinal study of the effects that the participation in Head Start programs has on the development of participants and their families and the manner in which such effects are achieved.

"(b) ADVISORY PANEL.—In carrying out the study required by subsection (a), the Secretary shall establish an advisory panel to provide advice and guidance to the Secretary, and to the individuals who carry out such study, concerning the design and execution of such study. Such panel shall be composed of—

"(1) individuals who have—

"(A) expertise in the current operation of Head Start programs;

"(B) professional backgrounds in child development and related fields; and

"(C) experience in the evaluation of Head Start programs or comparable programs; and

"(2) individuals who have expertise in designing and executing large-scale longitudinal studies.

"(c) CHILDREN TO BE STUDIED.—The study required by subsection (a) shall follow the progress of children—

"(1) who have attended Head Start programs that are in compliance with Head Start Performance Objectives;

"(2) who represent specific subpopulations, including children from dysfunctional families; and

"(3) who have attended Head Start programs that represent the various program options and that are located in both urban and rural areas.

"(d) SUBCONTRACTING.—Persons selected to conduct the study required by subsection (a) may subcontract elements of the study to other persons with the approval of the Secretary. Such study may be carried out through a series of several small studies focused on specific program options and subpopulations.

"(e) PERIOD OF STUDY.—The study required under subsection (a) shall be carried out during a period of not less than 20 years.

"(f) FOCUS.—The study required under subsection (a) shall consider the degree to which social, physical, and academic development, including grade retention, motivation to achieve, special education placement, health, secondary school graduation, delinquency, substance abuse, teenage pregnancy, literacy, college attendance, employment, and welfare participation of children and the parenting skills, employment, literacy, education level, motivation to achieve, and welfare participation of parents are affected by—

"(1) the program options selected by the Head Start program;

"(2) the number and configuration of hours, days, and years the child participates in Head Start;

"(3) the Head Start program quality, including training and experience of Head Start teachers and teacher aides, staff to child ratios, and group size;

"(4) the level of parental involvement in the Head Start program;

"(5) the supportive services provided to children and their parents through the Head Start program;

"(6) the Head Start curriculum; and

"(7) the characteristics of a subsequent schooling of the child and family characteristics and behaviors that affect social, physical, and academic development as such children move through the primary grades.

"(g) COMPARISONS.—To the maximum extent feasible, the study required under subsection (a) shall provide for comparisons with appropriate groups composed of individuals who do not participate in Head Start programs.

"(h) COORDINATION.—The study required under subsection (a) shall be coordinated with the National Longitudinal Study conducted under chapter 1 that is administered by the Department of Education.

"(i) REPORTS.—The Secretary shall prepare and submit, to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Human Resources of the Senate, periodic reports concerning the design and progress of the study conducted under this section, including interim results of such study not less often than once during every 5-year period.".

(b) AUTHORIZATION OF APPROPRIATIONS.—Section 639 of such Act (42 U.S.C. 9834) is amended—

(1) by inserting "(a)" after "SEC. 639.";

(2) by inserting "(other than section 651A)" after "subchapter"; and

(3) by adding at the end thereof the following new subsection:

"(b) There are authorized to be appropriated to carry out section 651A, such sums as may be necessary.".

SEC. 116. POVERTY LINE.

(a) ISSUANCE OF POVERTY LINE.—Subsection (a) of section 652 of the Head Start Act (42 U.S.C. 9847(a)) is amended to read as follows:

"(a) The Secretary shall issue annually (or at any shorter interval the Secretary considers to be feasible and desirable) a poverty line that, except as provided in section 645, shall be used as a criterion of eligibility for participation in Head Start programs.".

(b) DEFINITION.—Section 637 of such Act (42 U.S.C. 9832) (as amended by section 104(b)), is further amended by adding at the end the following new paragraph:

"(7) The term 'poverty line' means—

"(A) the official poverty line (as defined by the Office of Management and Budget) adjusted to reflect the percentage change in the Consumer Price Index For All Urban Consumers, issued by the Bureau of Labor Statistics, occurring in the 1-year period or other interval immediately preceding the date such adjustment is made; or

"(B) the poverty line (including any revision thereof) applicable to this subchapter for fiscal year 1990, adjusted to reflect the percentage change in the Consumer Price Index For All Urban Consumers, issued by the Bureau of Labor Statistics, occurring in the period beginning October 1, 1989, and ending immediately before the date such adjustment is made;

whichever is greater.".

(c) TECHNICAL AMENDMENTS.—Section 652 of such Act (42 U.S.C. 9847) is amended—

(1) by striking subsection (b); and

(2) in subsection (c) by striking "(c) Revisions required by subsection (a) shall be made and issued" and inserting "(b) The poverty line shall be determined by the Secretary".

SEC. 117. COMPARABILITY OF WAGES.

Section 653 of the Head Start Act (42 U.S.C. 9848) is amended by adding at the end thereof the following new sentence: "The Secretary shall encourage Head Start agencies to provide compensation according to salary scales that are based on training and experience.".

SEC. 118. AUTHORITY OF SECRETARY.

Section 645(c) of the Head Start Act (42 U.S.C. 9840(c)) is amended by adding at the end thereof the following new sentence: "The Secretary shall not issue or enforce any rule (as defined in section 551(4) of title 5 of the United States Code) or guideline that forbids any Head Start agency to carry out a Head Start program in accordance with the authority described in the preceding sentence.".

SEC. 119. TECHNICAL AMENDMENTS.

Section 643 of the Head Start Act (42 U.S.C. 9838) is amended—

(1) by striking out "Governor" the first place it appears and inserting in lieu thereof "chief executive officer", and

(2) by striking out "the Governor" the second and third places it appears and inserting in lieu thereof "such officer".

Subtitle B—Head Start Transition Project

SEC. 121. SHORT TITLE.

This subtitle may be cited as the "Head Start Transition Project Act".

SEC. 122. DEFINITIONS.

As used in this subtitle:

(1) DEVELOPMENTALLY APPROPRIATE CURRICULUM.—The term "developmentally appropriate curriculum" means a curriculum that is appropriate for the child's age and all areas of the individual child's development, including educational, physical, emotional, social, cognitive, and communication.

(2) FAMILY SERVICES COORDINATOR.—The term "family services coordinator" means an individual who is trained to assist families in obtaining supportive services. Such individual may be an existing employee of the local educational agency or Head Start agency.

(3) HEAD START AGENCY.—The term "Head Start agency" means any agency designated as a Head Start agency under the Head Start Act.

(4) LOCAL EDUCATIONAL AGENCY.—The term "local educational agency" has the same meaning given such term in section 1471(12) of the Elementary and Secondary Education Act of 1965.

(5) SECRETARY.—The term "Secretary" means the Secretary of the Department of Health and Human Services.

(6) SUPPORTIVE SERVICE.—The term "supportive service" means service that will enhance the physical, social, emotional, and intellectual development of low-income children, including providing necessary support to the parents of such children and other family members.

SEC. 123. HEAD START TRANSITION GRANTS.

(a) IN GENERAL.—The Secretary is authorized to pay the Federal share of the costs of making demonstration grants to Head Start agencies and local educational agencies to develop and operate programs that assist low-income elementary school students ages 5 through 8 and their families in—

(1) obtaining supportive services that build on the strength of families, including health, immunization, mental health, nutrition, parenting education, literacy, and social services (including substance abuse treatment, education, and prevention services); and

(2) supporting the active involvement of parents in the education of their children.

(b) TERM OF GRANT.—Grants awarded under this subtitle shall be for a period of 3 years.

SEC. 124. ELIGIBILITY.

(a) HEAD START AGENCY.—A Head Start agency shall be eligible for a grant under this subtitle if such Head Start agency has formed a consortium with one or more local educational agencies that received funds under part A of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 and that serves children who have been served by such Head Start agency.

(b) LOCAL EDUCATIONAL AGENCY.—A local educational agency shall be eligible for a grant under this subtitle if such agency receives funds under part A of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 and has formed a consortium with one or more Head Start agencies serving children who will enroll in any elementary school located within the school district of such local educational agency.

(c) COOPERATING AGENCY.—A nonprofit agency or institution of higher education with experience in child development may participate in any consortium formed under subsection (a) or (b) in developing, operating, and evaluating programs assisted under this subtitle.

(d) FOLLOW THROUGH GRANTEES.—A local educational agency that is receiving assistance through a program under the Follow Through Act shall also be eligible for a grant under this subtitle if such agency meets the requirements of subsection (b).

SEC. 125. REQUIREMENTS.

(a) IN GENERAL.—The Secretary shall award grants under this subtitle to Head Start agencies and local educational agencies in both rural and urban areas.

(b) SPECIAL RULE.—The Secretary shall award at least one grant in every State before the Secretary may award a second grant within any one State.

(c) CONSIDERATION.—In awarding grants under this subtitle, the Secretary shall consider—

(1) the commitment of the Head Start agency and local educational agency to the program;

(2) the quality of the Head Start program operated by a Head Start agency desiring financial assistance under this subtitle, as measured by compliance with Head Start program performance standards;

(3) the number of low-income children in the area served by the Head Start agency or local educational agency compared to the number of non-low-income children in the area served by the Head Start agency or local educational agency;

(4) the ability of the proposed program to serve as a model for other programs;

(5) the quality of information and plans in the application; and

(6) the commitment of the community to the program.

(d) PRIORITY.—The Secretary shall give priority to applicants that will operate the program at a school designated for a schoolwide project under section 1015(a) of the Elementary and Secondary Education Act of 1965.

SEC. 126. APPLICATION.

(a) IN GENERAL.—Each Head Start agency or local educational agency desiring a grant under this subtitle shall submit an application to the Secretary at such time, in such manner, and accompanied by such information as the Secretary may reasonably require. Each such application shall include—

(1) a description of the activities and services for which assistance is sought;

(2) a description of members of the consortium established in accordance with section 124, including any cooperating agency;

(3) a self-assessment of the Head Start agency's and local educational agency's programs to address the health, immunization, mental health, nutrition, parenting education, literacy, social service (including substance abuse treatment, education, and prevention), and educational needs of low-income students and their families, including the use of a developmentally appropriate curriculum such as model curriculum under the Follow Through Act;

(4) a plan for the development of a supportive services team of family service coordinators to—

(A) assist families, administrators and teachers to respond to health, immunization, mental health, nutrition, social service and educational needs of students;

(B) conduct home visits and help students and their families to obtain health, immunization, mental health, nutrition, parenting education, literacy, education (including tutoring and remedial services), and social services (including substance abuse treatment, education and prevention), for which such students and their families are eligible;

(C) coordinate a family outreach and support program, including a plan for involving parents in the management of the program, in cooperation with parental involvement efforts undertaken pursuant to chapter 1 of title I of the Elementary and Secondary Education Act of 1965, the Head Start Act, part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (Even Start), and the Education for all Handicapped Children Act of 1975;

(D) assist families, administrators, and teachers in enhancing developmental continuity between the programs assisted under the Head Start Act and elementary school classes; and

(E) prepare a plan for the transition of each child from Head Start or comparable programs to kindergarten, including—

(i) a meeting of the early childhood development program teacher with the kindergarten teacher;

(ii) the transfer of knowledge about the child including the transfer of written records from the early childhood development program teacher to the kindergarten teacher to become part of the school record of the child; and

(iii) the formulation of an individual education plan for the child with the participation of the parents, the early childhood development program teacher and the kindergarten teacher;

(5) the designation of a member of the supportive services team described in paragraph (4) who will serve as the supervisor of such supportive services team;

(6) assurances that State agencies, local agencies, and community-based organizations that provide supportive services to low-income students served by such Head Start agency or local educational agency have been consulted in the preparation of the plan described in paragraph (4);

(7) assurances that State agencies, local agencies, and community-based organizations that provide supportive services to low-income students served by such Head Start agency or local educational agency will designate an individual who will act as a liaison to the supportive services team described in paragraph (4);

(8) a description of the target population to be served by the supportive services team described in paragraph (4) including families previously served under the Head Start Act, part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (Even Start), or comparable early childhood development programs;

(9) a description of the supportive services to be provided, directly or through referral;

(10) a plan to ensure the smooth transition of children served under the Head Start Act, part B of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (Even Start), Education of the Handicapped Act, and comparable early childhood development programs to elementary schools;

(11) assurances that, and a plan describing how, families will be involved in the design and operation of the program;

(12) a description of the Federal and non-Federal resources that will be used to carry out the program;

(13) if the applicant has applied for or is receiving assistance through a program under the Follow Through Act—

(A) a description of the activities that will be funded under this subtitle and the activities that will be funded with assistance provided under the Follow Through Act; and

(B) a description of the manner in which activities funded under this subtitle and activities funded with assistance provided under the Follow Through Act will be coordinated within the elementary school;

(14) assurances that the supportive services team described in paragraph (4) will be equipped to assist children and families with limited English proficiency and disabilities, if appropriate;

(15) a plan describing how the program will be sustained, with chapter 1 funding or other Federal and non-Federal funding sources, after the grant has expired;

(16) program goals; and

(17) such other information as the Secretary may reasonably require.

(b) SPECIAL RULE.—Each supportive services team developed pursuant to paragraph (4) of subsection (a) shall include at least 1 family service coordinator for every 35 children to be served.

SEC. 127. EVALUATION AND REPORT.

(a) EVALUATION.—The Secretary shall, through grants, contracts or cooperative agreements, provide for the continuing evaluation of the programs assisted under this subtitle in order to determine the effectiveness of such programs in achieving stated goals, the impact of such programs on related programs, and the implications of the design and operation of such programs for the effective delivery of services.

(b) LOCAL EVALUATION AND INFORMATION.—

(1) REQUIREMENT.—Each Head Start Agency or local educational agency receiving a grant under this subtitle shall carry out an evaluation of the program funded under this subtitle in order to determine the effectiveness of the program in achieving stated goals, the impact of the program on the families served and the community, the problems encountered in the design and operation of the program and ways in which such problems were addressed, and the impact of the program on the Head Start Agency and local educational agency.

(2) INFORMATION.—Each Head Start agency or local educational agency receiving a grant under this subtitle shall furnish to the Secretary any information the Secretary shall request in order to carry out the evaluation described in subsection (a).

(c) REPORT.—Not later than September 30, 1993, the Secretary shall, prepare and submit, to the appropriate Committees of Congress, a report concerning evaluations conducted pursuant to subsections (a) and (b), including the strengths and weaknesses in the design and operation of programs assisted under this subtitle and the effectiveness of such programs in achieving stated goals.

SEC. 128. PAYMENTS; FEDERAL SHARE.

(a) PAYMENTS.—The Secretary shall pay to each Head Start agency or local educational agency having an application approved under section 126, the Federal share of the cost of the activities described in the application.

(b) FEDERAL SHARE.—

(1) IN GENERAL.—The Federal share shall be 80 percent.

(2) NON-FEDERAL SHARE.—The non-Federal share of payments under this subtitle may be in cash or in kind fairly evaluated, including planned equipment or services.

SEC. 129. COORDINATION WITH FOLLOW THROUGH.

The Secretary shall arrange with the Secretary of Education to coordinate the Head Start Transition Project under this subtitle with the program established under the Follow Through Act to enable local educational agencies to submit a single application for funding under both such programs, and shall, to the extent practicable, coordinate the promulgation of regulations that apply to such programs.

SEC. 130. FUNDING.

The Secretary shall use amounts reserved under section 639(a) of the Head Start Act to carry out this subtitle.

SEC. 131. CONFORMING AMENDMENT.

Section 639(a) of the Head Start Act (as amended by sections 103 and 115(b)) is further amended by adding at the end thereof the following new sentence: "Of the amounts appropriated under this subsection, the Secretary shall reserve $20,000,000 for fiscal year 1991, and such sums as may be necessary in each of the fiscal years 1992, 1993, and 1994, to carry out the Head Start Transition Project Act.".

TITLE II—AMENDMENTS TO THE LOW-INCOME HOME ENERGY ASSISTANCE ACT OF 1981

SEC. 201. REFERENCES.

Whenever in this title an amendment or repeal is expressed in terms of an amendment to, or repeal of, a section or other provision, the reference shall be considered to be made to a section or other provision of the Low-Income Home Energy Assistance Act of 1981 (42 U.S.C. 8621 et seq.).

SEC. 202. FORWARD FUNDING OF LIHEAP.

Section 2602 of the Act (42 U.S.C. 8621) is amended by adding at the end thereof the following new subsection:

"(c)(1) In fiscal year 1992 and each fiscal year thereafter, amounts appropriated under this section for any fiscal year for programs and activities under this Act shall be made available for obligation only on the basis of a program year. The program year shall begin on July 1 of the fiscal year for which the appropriation is made.

"(2) Amounts appropriated for fiscal year 1992 shall be available both to fund activities for the period between October 1, 1991, and July 1, 1992, and for the program year beginning July 1, 1992.

"(3) There are authorized to be appropriated such additional sums as may be necessary for the transition to carry out this subsection.".

SEC. 203. REAUTHORIZATION.

Section 2602(b) of the Act (42 U.S.C. 8621(b)) is amended—

(1) by striking out "$2,050,000,000" and all that follows through "1989, and"; and

(2) by inserting after "1990" the following: ", $2,150,000,000 for fiscal year 1991, $2,230,000,000 for fiscal year 1992, and such sums as may be necessary for each of the fiscal years 1993 and 1994. The authorizations of appropriations contained in this subsection are subject to the program year provisions of subsection (c).".

SEC. 204. STATE ALLOTMENTS.

Section 2604(f) of the Act (42 U.S.C. 8623(f)) is amended—

(1) by redesignating paragraphs (1), (2), and (3) as subparagraphs (A), (B), and (C), respectively;

(2) by inserting "(1)" after the subsection designation;

(3) in the matter preceding subparagraph (A) (as so redesignated by paragraph (1)), by striking out "up to 10 percent" and inserting in lieu thereof "in accordance with paragraph (2) a percentage";

(4) in the matter following subparagraph (C) (as so redesignated by paragraph (1))—

(A) by striking out "any" the first place that such appears and inserting in lieu thereof "a"; and

(B) by striking out "paragraphs (1), (2), and (3)" and inserting in lieu thereof "subparagraphs (A), (B), and (C)"; and

(5) by adding at the end thereof the following new paragraph:

"(2)(A) Not to exceed 10 percent of the funds payable to a State under this section for each of the fiscal years 1991 through 1993 may be transferred under paragraph (1).

"(B) Beginning in fiscal year 1994, no funds payable to a State under this section shall be transferred under paragraph (1).".

SEC. 205. APPLICATION.

(a) CERTIFICATIONS.—Section 2605(b) of the Act (42 U.S.C. 8624(b)) is amended—

(1) in paragraph (12), by inserting "timely and meaningful" after "provide for";

(2) in paragraph (13), by striking out "and" at the end thereof;

(3) in paragraph (14), by striking out the period and inserting in lieu thereof "; and";

(4) by adding after paragraph (14), the following new paragraph:

"(15) beginning in fiscal year 1992, provide, in addition to such services as may be offered by State Departments of Public Welfare at the local level, outreach and intake functions for crisis situations and heating and cooling assistance that is administered by additional State and local governmental entities or community-based organizations (such as community action agencies, area agencies on aging, and not-for-profit neighborhood-based organizations), and in States where such organizations do not administer intake functions as of September 30, 1991, preference in awarding grants or contracts for intake services shall be provided to those agencies that administer the low-income weatherization or Crisis Assistance Programs."; and

(5) in the matter following paragraph (15) (as added by paragraph (3)), by inserting before the second period the following: "and to establish a procedure for reviewing and investigating any complaint regarding State program compliance with Federal statutes and regulations, not later than 60 days after the receipt of such complaint, and making a formal written determination based on such

complaint that the State plan is or is not in compliance with the requirements of this title and applicable regulations.".

(b) STATE PLAN.—Section 2605(c)(2) of the Act (42 U.S.C. 8624(c)(2)) is amended by inserting "timely and meaningful" after "will facilitate".

SEC. 206. AUTHORITY TO USE FUNDS FOR WEATHERIZATION.

Section 2605(k) of the Act (42 U.S.C. 8624(k)) is amended—

(1) by redesignating paragraphs (1) and (2) as subparagraphs (A) and (B);

(2) by striking out "Not" and inserting in lieu thereof "(1) Except as provided in paragraph (2), not"; and

(3) by adding at the end thereof the following new paragraph:

"(2)(A) If a State receives a waiver granted under subparagraph (B) for a fiscal year, the State may use not more than the greater of 25 percent of—

"(i) the funds allotted to a State under this title for such fiscal year; or

"(ii) the funds available to such State under this title for such fiscal year;

for low-cost residential weatherization or other energy-related home repair for low-income households.

"(B) For purposes of subparagraph (A), the Secretary may grant a waiver to a State for a fiscal year if the State submits a written request to the Secretary after March 31 of such fiscal year and if the Secretary determines that—

"(i)(I) the number of households in the State that will receive benefits, other than weatherization and energy-related home repair, under this title in such fiscal year will not be fewer than the number of households in the State that received benefits, other than weatherization and energy-related home repair, under this title in the preceding fiscal year;

"(II) the aggregate amounts of benefits that will be received under this title by all households in the State in such fiscal year will not be less than the aggregate amount of such benefits that were received under this title by all households in the State in the preceding fiscal year; and

"(III) such weatherization activities have been demonstrated to produce measurable savings in energy expenditures by low-income households; or

"(ii) the State has good cause for failing to satisfy the requirements specified in clause (i).".

SEC. 207. AUTHORITY TO CARRY FUNDS OVER.

Section 2607(b)(2)(B) of the Act (42 U.S.C. 8626(b)(2)(B)) is amended by striking out "15 percent" and inserting in lieu thereof "10 percent".

SEC. 208. LEVERAGING INCENTIVE PROGRAM.

(a) ESTABLISHMENT.—The Act is amended by inserting after section 2607 (42 U.S.C. 8626(b)), the following new section:

"SEC. 2607A. INCENTIVE PROGRAM FOR LEVERAGING NON-FEDERAL RESOURCES.

"(a) IN GENERAL.—Beginning in fiscal year 1992, the Secretary may allocate amounts appropriated under section 2602(d) to provide supplementary funds to States that have acquired non-Federal leveraged resources for the program established under this title.

"(b) DEFINITION.—For purposes of this section, the term 'leveraged resources' means the benefits made available to the low-income home energy assistance program of the State, and to Federally-qualified low-income households, that—

"(1) represent a net addition to the total energy resources available to State and Federally-qualified households in excess of the amount of such resources that could be acquired by such households through the purchase of energy at commonly available household rates; and

"(2) result from the acquisition by the State program of quantifiable benefits that—

"(A) are obtained from energy vendors through negotiation, regulation or competitive bid; or

"(B) are appropriated for distribution through the program by the State.

"(c) DISTRIBUTION.—

"(1) FORMULA.—Distribution of amounts made available under this section shall be based on a formula developed by the Secretary that is designed to take into account the success in leveraging existing appropriations in the preceding fiscal year as measured under section 2607(b)(2). Such formula shall take into account the size of the allocation of the State under this title and the ratio of leveraged resources to such allocation.

"(2) BY STATE.—A State may expend funds allocated under this title as are necessary, not to exceed .0008 percent of such allocation or $35,000 each fiscal year, whichever is greater, to identify, develop, and demonstrate leveraging programs. Funds allocated under this section shall only be used for increasing or maintaining benefits to households.

"(d) Quantification.—Each State shall quantify the dollar value of leveraged resources received or acquired by such State under this section by using the best available data to calculate such leveraged resources less the sum of any costs incurred by the State to leverage such resources and any cost imposed on the Federally-eligible low-income households in such State.

"(e) Report.—Not later than July 31, of each year, each State shall prepare and submit, to the Secretary, a report that quantifies the leveraged resources of such State in order to qualify for assistance under this section for the following fiscal year.

"(f) State Share.—The Secretary shall determine the share of each State of the amounts made available under this section based on the formula described in subsection (c) and the State reports. The Secretary shall promulgate regulations for the calculation of the leveraged resources of the State and for the submission of supporting documentation. The Secretary may request any documentation that the Secretary determines necessary for the verification of the application of the State for assistance under this section.".

(b) Authorization of Appropriations.—Section 2602 of the Act (42 U.S.C. 8621) (as amended by section 202) is further amended—

(1) by inserting "(other than section 2607A)" after "title"; and

(2) by adding at the end thereof the following new subsection:

"(d) There are authorized to be appropriated to carry out section 2607A, $25,000,000 in fiscal year 1992, and $50,000,000 in each of the fiscal years 1993 and 1994.".

TITLE III—AMENDMENTS TO THE FOLLOW THROUGH ACT

SEC. 301. TECHNICAL AMENDMENTS.

The Follow Through Act (42 U.S.C. 9801 et seq.) is amended—

(1) by inserting immediately after section 661 the following:

"Part I—Direct Services"; and

(2) in section 668 (42 U.S.C. 9867)—

(A) by striking out "this subchapter" each place that such appears and inserting in lieu thereof "part I"; and

(B) by inserting "programs and" before "projects" in subsection (a).

SEC. 302. FINANCIAL ASSISTANCE FOR FOLLOW THROUGH PROGRAMS.

(a) Priority.—Section 662(a) of the Follow Through Act (42 U.S.C. 9861(a)) is amended by adding at the end thereof the following: "For the purpose of making grants under this section, the Secretary shall give priority to any local educational agency that requests the grant for purposes of carrying out a Follow Through program in a school that—

"(1) is designated for a schoolwide project under section 1015(a) of the Elementary and Secondary Education Act of 1965; and

"(2) has a high concentration of children described in the first sentence of this subsection.".

(b) Provision of Assistance.—Section 662 of the Follow Through Act (42 U.S.C. 9861) is amended—

(1) in the first sentence of subsection (a), by inserting "quality preschool" after "similar";

(2) in subsection (c)—

(A) by striking out "this section shall provide such" in the first sentence, and inserting in lieu thereof "this part shall use model Follow Through approaches for which financial assistance is provided under section 664A and shall provide, directly, through referral, or through the program established under subchapter B, the Head Start Transition Project Act";

(B) by striking out "projects" and inserting in lieu thereof "programs"; and

(C) by striking out "project" and inserting in lieu thereof "program,"; and

(3) by adding at the end thereof the following new subsections:

"(d) The Secretary shall not refuse to provide financial assistance under subsection (a) to an applicant solely because such applicant proposes to carry out a Follow Through program during a period in which school is not in regular session, at more than one site, or both.

"(e) In making grants under subsection (a), the Secretary shall provide sufficient funds to enable programs to meet the requirements of subsection (c).

"(f) Notwithstanding subsection (c), any local educational agency that receives a grant under subsection (a) for purposes of carrying out a Follow Through program in an elementary school that—

"(1) receives funds under part A of chapter 1 of title I of the Elementary and Secondary Education Act of 1965; and

"(2) is designated for a schoolwide project under section 1015(a) of such Act;

may use such grant to serve all children attending such school in kindergarten through grade 3.".

SEC. 303. APPLICATIONS AND FUNDING.

Section 663 of the Follow Through Act (42 U.S.C. 9862) is amended to read as follows:

"SEC. 663. CONSIDERATION OF APPLICATIONS.

"(a) In General.—A grant under this part shall be made only to an applicant that submits an application to the Secretary that contains such information, including that required under subsection (b), as may be required by rule by the Secretary.

"(b) Contents of Application.—Each application submitted under this section shall—

"(1) provide that the program for which assistance is requested will be administered by or under the supervision of the applicant;

"(2) contain assurances that the applicant will prepare and submit to the Secretary, regular evaluations of and reports concerning such program;

"(3) estimate the number of children who are eligible for Follow Through services in the geographical area served by such program and the approximate number of such children to be served by such program;

"(4) describe which model Follow Through approach the applicant intends to use, and the manner in which the applicant will implement such approach;

"(5) provide evidence that the applicant has made a formal arrangement to receive technical assistance and training relative to the approach the applicant intends to utilize from an appropriate agency, institution, or organization that receives funds under section 664A;

"(6) provide an assurance that the instructional program, including textbooks and other materials provided by the applicant, is appropriate to the ages and developmental needs of the children to be served by such program and to the model Follow Through approach selected by the applicant;

"(7) specify the manner in which the applicant will provide comprehensive services, including through agreements with public or private entities to provide, make referrals to, or coordinate the provision of such services to children and their families through the program established under subchapter B, the Head Start Transition Project Act, or another comprehensive program;

"(8) provide for the direct participation of parents, as provided for in section 662(c), and include a certification that such application has been approved by a committee (established in accordance with rules issued by the Secretary) that represents parents of children who participate, and parents of children who are likely to participate, in such program;

"(9) describe the manner in which the applicant proposes to coordinate services provided under this part with services provided under chapter 1 of title I of the Elementary and Secondary Education Act of 1965, the Bilingual Education Act, and the Education of the Handicapped Act;

"(10) demonstrate that—

"(A) the applicant has entered into a formal arrangement with local Head Start programs and other preschool programs for such cooperation and activities as are necessary to ensure an effective transition of eligible children entering the Follow Through program carried out by such applicant; and

"(B) the Follow Through activities to be provided by the applicant have been specifically designed to coordinate with, and build on, those activities provided to participants in local Head Start or other similar preschool programs;

"(11) describe the expected or, if possible, actual impact of such program on the regular school program of the applicant; and

"(12) contain—

"(A) a certification that the applicant has submitted such application to the State educational agency (as defined in section 1471(23) of the Elementary and Secondary Education Act of 1965) for a reasonable period of time for comment prior to submitting such application to the Secretary; and

"(B) any comments received from such agency during such period.".

SEC. 304. PROGRAM IMPROVEMENT.

(a) Research, Evaluation, and Related Matters.—The Follow Through Act (42 U.S.C. 9861 et seq.) is amended by striking out section 664 and inserting in lieu thereof the following:

"Part II—Program Improvement

"SEC. 664. RESEARCH.

"The Secretary may provide financial assistance, through grants and contracts, to public and private nonprofit agencies, institutions, and organizations to conduct research—

"(1) to improve Follow Through approaches;

"(2) to develop model Follow Through approaches; and

"(3) to meet the special needs of children who are eligible to participate in Follow Through programs.

"SEC. 664A. TECHNICAL ASSISTANCE AND TRAINING.

"(a) Grants.—The Secretary shall make grants to public and private nonprofit agencies, institutions, and organizations—

"(1) to provide technical assistance to assist in the development, implementation, and expanded use of model Follow Through approaches; and

"(2) to provide training in conjunction with the operation of Follow Through programs or other programs that adopt such approaches.

"(b) Limitations.—

"(1) Fiscal year limitation.—Technical assistance with respect to a particular model Follow Through approach shall not be provided under subsection (a)(1) to a particular recipient of financial assistance under section 662(a) in more than 5 fiscal years.

"(2) Prior receipt of assistance.—In the case of a recipient of financial assistance under section 662(a) that has received technical assistance prior to the date of enactment of this part, the Secretary may limit the provision of technical assistance with respect to a particular Follow Through approach under subsection (a)(1) to 3 fiscal years.

"SEC. 664B. RESOURCE AND EXPANSION.

"The Secretary may make grants to entities that operate, or that previously operated, Follow Through programs that the Secretary determined to be effective—

"(1) to act as Follow Through resources to develop and provide information on the operation of their respective programs;

"(2) to promote the adoption of similar programs by local educational agencies; and

"(3) to assist agencies, institutions, and organizations that receive funds under section 664A, in providing technical assistance and training.

"SEC. 664C. DISSEMINATION ACTIVITIES.

"(a) Promotion of Approaches.—The Secretary shall promote the awareness and use of model Follow Through approaches by—

"(1) providing information to recipients of grants and contracts under section 1562 of the Elementary and Secondary Education Act of 1965 concerning programs and activities that receive assistance under this title; and

"(2) making information concerning such programs and activities available to such recipients without charge.

"(b) Funding.—From amounts appropriated for each fiscal year to carry out this part, the Secretary shall expend not less than $100,000 to pay for the costs incurred by such recipients to disseminate information relating to programs and activities funded under this part.".

(b) Conforming Amendment.—The Follow Through Act (42 U.S.C. 9861 et seq.) is amended by repealing section 667.

SEC. 305. RESEARCH AND EVALUATION CONTRACTS.

Section 665 of the Follow Through Act (42 U.S.C. 9864) is amended—

(1) in the heading of such section, by striking out "DEMONSTRATION, AND PILOT PROJECT" and inserting in lieu thereof "AND EVALUATION"; and

(2) in subsection (a)(1), by striking out ", demonstration, or pilot project" and inserting in lieu thereof "or evaluation".

SEC. 306. EVALUATION.

Section 666(a) of the Follow Through Act (42 U.S.C. 9865(a)) is amended—

(1) by striking out the last sentence and inserting in lieu thereof "Such continuing evaluation shall measure the impact of such programs on participating parents and on entire schools and school districts in which such programs are carried out.";

(2) by inserting "(1)" after "(a)"; and

(3) by adding at the end thereof the following new paragraph:

"(2) The evaluation required by paragraph (1) shall include evaluations of local educational agencies that receive Follow Through grants for use in a school that is designated for a schoolwide project under section 1015(a) of the Elementary and Secondary Education Act of 1965. Such evaluation shall compare children who only receive services under a grant under chapter 1 of title I of the Elementary and Secondary Education Act of 1965 with children who receive services under such a grant and under a Follow Through grant. Such comparison shall be made to determine whether the comprehensive services provided to the children who receive services under a Follow Through grant through the model Follow Through approach had a positive effect on their educational progress and overall developmental progress. To the extent practicable, such comparison shall be made on the basis of results of evaluations conducted under such chapter and evaluations conducted under this subsection, and shall take into account the amount of funds provided to the project.".

SEC. 307. GENERAL AND ADMINISTRATIVE PROVISIONS.

(a) Authorization of Appropriations.—The Follow Through Act (42 U.S.C. 9861 et seq.) is amended by inserting after section 666 the following new part:

"Part III—General and Administrative Provisions

"SEC. 667. AUTHORIZATION OF APPROPRIATIONS.

"(a) In General.—There are authorized to be appropriated to carry out this subchapter $20,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992, 1993, and 1994.

"(b) Use of Amounts.—Of the amount appropriated for each fiscal year to carry out this subchapter—

"(1) 70 percent shall be made available to carry out part I; and

"(2) 30 percent shall be made available to carry out part II, of which not less than one-third of such amount shall be made available for the purposes described in section 664(2).

"(c) Non-Federal Contributions.—

"(1) Federal share.—Except as provided in paragraph (4), financial assistance provided under part I for a Follow Through program shall not exceed 80 percent of the approved cost of the program assisted, except that the Secretary may approve assistance in excess of such percentage if the Secretary determines, in accordance with rules establishing objective criteria, that such action is required to carry out such part.

"(2) Other contributions.—Non-Federal contributions to a Follow Through program may be in cash or in kind, fairly evaluated, including plant, equipment, and services.

"(3) Limitation.—The Secretary shall not require non-Federal contributions in excess of 20 percent of the approved costs of the Follow Through program assisted.

"(4) Exception.—Financial assistance provided under part I for a Follow Through program carried out in an elementary school that—

"(A) receives funds under part A of chapter 1 of title I of the Elementary and Secondary Education Act of 1965; and

"(B) is designated for a schoolwide project under section 1015(a) of such Act;

may be expended to pay 100 percent of the approved costs of the program that is assisted.

"(d) Requirement for Approval of Application.—An application for assistance under this subchapter shall not be approved unless the Secretary determines that the services to be provided under this subchapter by such applicant will be in addition to, and not in substitution for, services previously provided without Federal assistance. The requirement imposed by the preceding sentence shall be subject to such rules as the Secretary may issue.".

(b) Conforming Amendment.—Section 670 of the Follow Through Act (42 U.S.C. 9861 note) is repealed.

SEC. 308. PARTICIPATION IN OTHER EDUCATIONAL ACTIVITIES.

The Follow Through Act (42 U.S.C. 9861 et seq.) is amended by inserting after section 669 the following new section:

"SEC. 669A. PARTICIPATION IN OTHER EDUCATIONAL ACTIVITIES.

"(a) In General.—The Secretary shall facilitate the participation of entities that receive funds under sections 664A and 664B in training and technical assistance activities carried out under other Federal programs that provide assistance to children in elementary schools, including programs and activities carried out under chapter 1 of title I of the Elementary and Secondary Education Act of 1965.

"(b) Coordination with Head Start Transition Project.—The Secretary shall consult with the Secretary of Health and Human Services in the coordination of the program established under this Act with the Head Start Transition Project established under the Head Start Transition Project Act to enable local educational agencies to submit a single application for funding under both such programs and shall, to the extent practicable, coordinate the issuance of regulations governing such programs.".

TITLE IV—AMENDMENTS TO THE STATE DEPENDENT CARE DEVELOPMENT GRANTS ACT

SEC. 401. AUTHORIZATION OF APPROPRIATIONS.

Section 670A of the State Dependent Care Development Grants Act (42 U.S.C. 9871) is amended—

(1) by striking out "is authorized" and inserting in lieu thereof "are authorized";

(2) by striking out "1987, 1988, 1989, and"; and

(3) by inserting after "1990" the following: "and 1991, and such sums as may be necessary for fiscal years 1992, 1993, and 1994".

SEC. 402. OPERATION COSTS OF AFTER SCHOOL CARE PROGRAMS AUTHORIZED.

(a) Use of Allotments.—

(1) In general.—Section 670D(a)(1) of the State Dependent Care Development Grants Act (42 U.S.C. 9874(a)(1)) is amended by inserting "operation," after "establishment,".

(2) Operation and sites.—Section 670D(b)(1) of such Act (42 U.S.C. 9874(b)(1)) is amended—

(A) by inserting "operation," after "establishment,"; and

(B) by striking out "in public" and all that follows through "communities".

(3) Participation of certain children.—Section 670D(b)(1) of such Act is further amended by adding at the end thereof the following new sentence: "Amounts so paid to a State and used for the operation of such child care services shall be designed to enable children, whose families lack adequate financial resources, to participate in before or after school child care programs.".

(4) Resource and referral system.—Section 670D(f) of such Act (42 U.S.C. 9871(f)) is amended by inserting "operate," after "expand,".

(b) Limitations.—Section 670D(d) of such Act (42 U.S.C. 9874(d)) is amended—

(1) by striking out paragraph (1);

(2) by redesignating paragraph (2) as paragraph (1);

(3) by striking out paragraph (3); and

(4) by redesignating paragraphs (4) and (5) as paragraphs (2) and (3) respectively.

SEC. 403. REPORT BY GRANT RECIPIENTS.

(a) In General.—Section 670E(c) of the State Dependent Care Development Grants Act (42 U.S.C. 9875(c)) is amended—

(1) by inserting "(1)" after the subsection designation; and

(2) by adding at the end thereof the following new paragraph:

"(2) The chief executive officer of each State shall include in such a description of—

"(A) the number of children served in before and after school child care programs assisted under this subchapter;

"(B) the characteristics of the children so served including age levels, handicapped condition, income level of families in such programs;

"(C) the salary level and benefits paid to employees in such child care programs;

"(D) the number of clients served in resource and referral systems assisted under this subchapter; and

"(E) the characteristics of clients served in resource and referral systems assisted under this subchapter, including disability categories.".

(b) Date of Revision.—Section 670E(c)(1) of such Act (as redesignated by subsection (a)) is amended by striking out "September 30, 1987" and inserting in lieu thereof "September 30, 1991".

SEC. 404. TECHNICAL AMENDMENTS.

(a) Use of Allotments.—Section 670D of the State Dependent Care Development Grants Act (42 U.S.C. 9874) is amended—

(1) in the first sentence of subsection (a)(1), by striking out "for fiscal year 1985 and fiscal year 1986";

(2) in the first sentence of subsection (b)(1), by striking out "for fiscal year 1985 and fiscal year 1986";

(3) in subsection (b)(2)—

(A) by striking out "as well as handicapped school-age children" in subparagraph (D), and inserting in lieu thereof "school-age children, as well as handicapped school-age children,"; and

(B) by striking out "Governor may reasonable require to carry out the provisions of" in subparagraph (F), and inserting in lieu thereof "chief executive officer of the State may reasonable require to carry out"; and

(4) in subsection (f), by striking out ", which prior to the date of enactment of this subchapter, are provided" and inserting in lieu thereof "which are provided prior to the date of the enactment of this subchapter,"; and

(5) in subsection (g), by striking out "operating activities to be carried out" and inserting in lieu thereof "carrying out activities".

(b) Application and Description of Activities.—The last sentence of section 670E(c) of such Act (42 U.S.C. 9875(c)) is amended by striking out "until September 30, 1987,".

(c) Definitions.—Section 670G of such Act (42 U.S.C. 9877) is amended—

(1) in paragraph (2)(C), by striking out "a person" and inserting in lieu thereof "an individual";

(2) in paragraph (7), by inserting "in" after "State" the first place that such appears; and

(3) in paragraph (10), by striking out "Trust Territory of the Pacific Islands," and inserting in lieu thereof "Federated States of Micronesia, the Republic of the Marshall Islands, Palau,".

TITLE V—AMENDMENTS TO THE COMMUNITY SERVICES BLOCK GRANT ACT

SEC. 501. AUTHORIZATION OF APPROPRIATIONS.

(a) General Authorization of Appropriations.—Section 672(b) of the Community Services Block Grant Act (42 U.S.C. 9901(b)) is amended—

(1) by striking out "is authorized" and all that follows through "1989, and", and inserting in lieu thereof "are authorized to be appropriated";

(2) by inserting after "1990," the following: "$451,500,000 for fiscal year 1991, $460,000,000 for fiscal year 1992, $480,000,000 for fiscal year 1993, and $500,000,000 for fiscal year 1994"; and

(3) by inserting "(other than section 681A)" after "subtitle".

(b) Authorization of Appropriations for Community Food and Nutrition Programs.—Section 681A(c) of such Act (42 U.S.C. 9910a(c)) is amended—

(1) by striking out "each of the fiscal years 1987, 1988, 1989, and" and inserting in lieu thereof "fiscal year"; and

(2) by inserting after "1990" the following: ", $10,000,000 for fiscal year 1991, $15,000,000 for fiscal year 1992, $20,000,000 for fiscal year 1993, and $25,000,000 for fiscal year 1994".

SEC. 502. ELIGIBLE ENTITIES.

The third sentence of section 673(1) of the Community Services Block Grant Act (42 U.S.C. 9902(1)) is amended—

(1) by striking out "In" and inserting "If";

(2) by striking "not presently" and inserting "is not, or ceases to be,";

(3) by striking "Governor" and inserting "chief executive officer"; and

(4) in subparagraph (C), by striking out "The Governor's" and inserting in lieu thereof 'In making a designation under this subparagraph, such chief executive officer shall give priority to such organization. Such officer's".

SEC. 503. STATE ALLOCATIONS.

Section 674(a) of the Community Services Block Grant Act (42 U.S.C. 9903(a)) is amended—

(1) by redesignating paragraph (2) as paragraph (3); and

(2) by inserting after paragraph (1), the following new paragraph:

"(2)(A) Subject to subparagraph (B), if the amount appropriated under section 672 for each fiscal year that remains after—

"(i) the Secretary makes the apportionment required in subsection (b)(1); and

"(ii) the Secretary determines the amount necessary for the purposes of section 681(c);

exceeds $360,000,000, the Secretary shall allot to each State not less than one-half of 1 percent of such appropriated amount.

"(B) Subparagraph (A) shall not apply with respect to a fiscal year if the amount allotted under paragraph (1) to any State is less than the amount allotted under such paragraph to such State for the fiscal year preceding the fiscal year for which a determination is made under this paragraph.

"(C) Notwithstanding subparagraph (A), the amount allotted to a State shall not exceed 140 percent of the amount allotted to such State for the fiscal year preceding the fiscal year for which a determination is made under this paragraph.".

SEC. 504. DISCRETIONARY AUTHORITY OF SECRETARY.

(a) PLANNING AND DEVELOPMENT OF RURAL RENTAL HOUSING.—Section 681(a)(2)(D) of the Community Services Block Grant Act (42 U.S.C 9910(a)(2)(D)) is amended by striking out "rural housing and community facilities development" and inserting in lieu thereof "the planning and development of rural housing (including rental housing for low-income individuals) and community facilities".

(b) ACTIVITIES FOR LOW-INCOME YOUTH.—Section 681 of such Act (42 U.S.C. 9910) is amended—

(1) in subsection (a)(2)(F) by—

(A) striking out "national or regional"; and

(B) striking out "recreational activities" and inserting in lieu thereof "instructional activities described in subsection (b)";

(2) by redesignating subsections (b) and (c) as subsections (c) and (d), respectively; and

(3) by inserting after subsection (a) the following new subsection:

"(b) Any instructional activity carried out under subsection (a)(2)(F) shall be carried out on the campus of an institution of higher education (as defined in section 1201(a) of the Higher Education Act of 1965) and shall include—

"(1) access to the facilities and resources of such institution;

"(2) an initial medical examination and follow-up referral or treatment, without charge, for youth during their participation in such activity;

"(3) at least one nutritious meal daily, without charge, for participating youth during each day of participation;

"(4) high quality instruction in a variety of sports, that shall include swimming, and that may include dance, provided by coaches and teachers from institutions of higher education, and from elementary and secondary schools (as defined in sections 1471(8) and 1471(21) of the Elementary and Secondary Education Act of 1965); and

"(5) enrichment instruction and information on matters relating to the well-being of youth, such as educational opportunities and study practices, the prevention of drug and alcohol abuse, health and nutrition, career opportunities, and job responsibilities.".

SEC. 505. COMMUNITY FOOD AND NUTRITION.

(a) CONFORMING AMENDMENT.—Subsection (a) of section 681A of the Community Services Block Grant Act (42 U.S.C. 9910a) is amended by striking out "local, and statewide" and inserting in lieu thereof "local, Statewide, and national".

(b) AMOUNTS OF GRANTS.—Subsection (b) of section 681A of the Community Services Block Grant Act (42 U.S.C. 9910a(b)) is amended to read as follows:

"(b)(1) The first $5,000,000 appropriated for a fiscal year to carry out this section shall be allocated as follows:

"(A) The Secretary shall utilize 60 percent of such amount to make allotments for grants under subsection (a) to eligible agencies for statewide programs in each State in an amount that bears the same ratio to 60 percent of such amount (up to $5,000,000) as the low-income and unemployed populations of such State bear to the low-income and unemployed populations of all the States. An eligible agency must demonstrate that the proposed activities are statewide in scope and represent a comprehensive and coordinated effort to alleviate hunger within the State.

"(B) The Secretary shall utilize the remaining 40 percent of such amount to award grants on a competitive basis to eligible agencies for local and statewide programs. In any fiscal year no agency shall receive funds under this subparagraph and paragraph (2)(B) in excess of $50,000.

"(2) Any amounts appropriated for a fiscal year to carry out this section in excess of $5,000,000 shall be allocated as follows:

"(A) The Secretary shall utilize 40 percent of such amount to make allotments for grants under subsection (a) to eligible agencies for statewide programs in each State in an amount that bears the same ratio to 40 percent of such amount as the low-income and unemployed populations of such State bears to the low-income and unemployed populations of all States. An eligible agency must demonstrate that the proposed activities are statewide in scope and represent a comprehensive and coordinated effort to alleviate hunger within the State.

"(B) The Secretary shall utilize 40 percent of such amount to award grants on a competitive basis to eligible agencies for local and statewide programs. In any fiscal year no agency shall receive funds under this subparagraph and paragraph (1)(B) in excess of $50,000.

"(C) The Secretary shall utilize the remaining 20 percent of such amount to award grants on a competitive basis to eligible agencies for nationwide programs, including programs benefiting Native Americans or migrant farm workers.

"(3) From the amounts allocated under paragraphs (1)(A) and (2)(A), the minimum total allotment for each State and the District of Columbia for each fiscal year shall be—

"(A) $15,000, if the total amount appropriated to carry out this section is greater than or equal to $7,000,000;

"(B) $20,000, if the total amount appropriated to carry out this section is greater than or equal to $10,000,000; or

"(C) $30,000, if the total amount appropriated to carry out this section is greater than or equal to $15,000,000.".

(c) Reports.—Section 681A of such Act (42 U.S.C. 9910a) is amended—

(1) by redesignating subsection (c) as subsection (d); and

(2) by inserting after subsection (b), the following new subsection:

"(c) For each fiscal year, the Secretary shall prepare and submit, to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Human Resources of the Senate, a report concerning the grants awarded under this section. Such report shall include—

"(1) a list of grantees;

"(2) the amount of funding awarded to each grantee; and

"(3) a summary of the activities performed by grantees with funds awarded under this section and a description of the manner in which such activities meet the objectives described in subsection (a).".

SEC. 506. ANNUAL REPORT.

(a) Report Required.—Section 682 of the Community Services Block Grant Act (42 U.S.C. 9911) is amended to read as follows:

"SEC. 682. ANNUAL REPORT.

"(a) Requirement.—

"(1) In general.—For each fiscal year beginning after September 30, 1991, the Secretary shall, by contract with an entity that is knowledgeable about programs and projects assisted under this subtitle, prepare a report that shall contain—

"(A) a description of the identity of each eligible entity, agency, organization, and person that receives, directly or indirectly, funds to carry out this subtitle in such fiscal year;

"(B) with respect to each particular purpose or activity referred to in section 675(c)(1), a description of the—

"(i) aggregate amount of such funds expended in such fiscal year to achieve such purpose or carry out such activity; and

"(ii) number of individuals who directly benefited from the amount so expended.

"(2) ADDITIONAL INFORMATION.—For any fiscal year beginning after September 30, 1991, the Secretary may, by contract, include in the report prepared under paragraph (1), any additional information that the Secretary considers to be appropriate to carry out this subtitle, except that the Secretary shall not require a State to provide such additional information until the expiration of the 1-year period beginning on the date the Secretary notifies such State that such additional information will be required to be provided by such State.

"(3) LIMITATION.—The Secretary shall not carry out this subsection by entering into a contract with any State, eligible entity, agency, organization, or person that receives, directly or indirectly, funds to carry out this subtitle.

"(b) SUBMISSION TO CONGRESS.—Not later than 180 days after the end of the fiscal year for which a report is required by subsection (a) to be prepared, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Human Resources of the Senate—

"(1) such report in the form in which it was received by the Secretary; and

"(2) any comments the Secretary may have with respect to such report.

"(c) FUNDING.—Of the funds made available under section 681(d), not more than $250,000 shall be available to carry out this section.".

(b) CONFORMING AMENDMENT.—Section 681(d) of such Act (42 U.S.C. 9910), as so redesignated by section 505(b)(2), is amended by inserting ", section 682," after "this section".

SEC. 507. TECHNICAL AMENDMENT.

Section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2)) is amended by striking "for all Urban" and inserting "For All Urban".

TITLE VI—AMENDMENTS TO THE CHILD DEVELOPMENT ASSOCIATE SCHOLARSHIP ASSISTANCE ACT OF 1985

SEC. 601. ADEQUACY OF SCHOLARSHIPS.

(a) TRAINING ASSISTANCE.—Section 603(b)(1)(C) of the Child Development Associate Scholarship Assistance Act of 1985 (42 U.S.C. 10902(b)(1)(C)) is amended by inserting "(including, at the option of the State, and training necessary for credentialing)" after "credentialing".

(b) LIMITATION.—Section 603(b) of such Act (42 U.S.C. 10902(b)) is amended—

(1) in paragraph (1)(C), by striking out "and" at the end thereof;

(2) by redesignating paragraph (2) as paragraph (3); and

(3) by inserting after paragraph (1) the following new paragraph:

"(2) not more than 50 percent of the funds received under this title by a State may be used to provide scholarship assistance under paragraph (1) to cover the cost of training described in paragraph (1)(C); and".

SEC. 602. DEFINITIONS.

Section 604 of the Child Development Associate Scholarship Assistance Act of 1985 (42 U.S.C. 10903) is amended in paragraph (1), by striking out "50" and inserting in lieu thereof "150".

SEC. 603. AUTHORIZATION OF APPROPRIATIONS.

Section 606 of the Child Development Associate Scholarship Assistance Act of 1985 (42 U.S.C. 10904) is amended—

(1) by striking out "is authorized" and inserting in lieu thereof "are authorized";

(2) by striking out "each of the fiscal years 1987, 1988, 1989, and" and inserting in lieu thereof "fiscal year"; and

(3) by inserting after 1990 the following: ", $3,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992, 1993, and 1994".

TITLE VII—AMENDMENTS RELATING TO DEMONSTRATION PARTNERSHIP AGREEMENTS ADDRESSING THE NEEDS OF THE POOR

SEC. 701. PROGRAMS FOR SPECIAL POPULATIONS.

Section 408 of the Human Services Reauthorization Act of 1986 (42 U.S.C. 9910b) is amended—

(1) by redesignating subsections (c), (d), (e), (f), and (g) as subsections (d), (e), (f), (g), and (h), respectively; and

(2) by inserting after subsection (b), the following new subsection:

"(c) PROGRAMS DIRECTED TO SPECIAL POPULATIONS.—(1) In addition to the grant programs described in subsection (a), the Secretary shall make grants to eligible entities for the purpose of demonstrating new and innovative approaches to addressing the problems of, and providing opportunities for leadership development and community involvement to, disadvantaged persons between the ages of 17 and 25 from populations experiencing conditions such as a high poverty rate, high unemployment, low labor force participation, low rate of high school completion, high incidence of involvement in violence, and a high rate of incarceration. Services provided through approaches funded by such grants may include, assessment and development of employability plans, remedial education, motivational activities, life skills instruction, community service, and employment training, placement, and follow-up.

"(2) Such grants may be made only with respect to applications that—

"(A) identify and describe the population to be served, the problems to be addressed, the overall approach and methods of outreach and recruitment to be used, and the services to be provided;

"(B) describe how the approach to be used differs from other approaches used for the population to be served by the project;

"(C) describe the objectives of the project and contain a plan for measuring progress toward meeting those objectives; and

"(D) contain assurances that the grantee will report on the progress and results of the demonstration at such times and in such manner as the Secretary shall require.

"(3) Notwithstanding subsection (b), such grants shall not exceed 80 percent of the cost of such programs.

"(4) Such grants shall be made annually on such terms and conditions as the Secretary shall specify to eligible entities that serve the populations described in paragraph (1) and that are located within those areas where such populations are concentrated.".

SEC. 702. AUTHORIZATION OF APPROPRIATIONS.

Section 408(h) of the Human Services Reauthorization Act of 1986 (42 U.S.C. 9910b(g)) (as amended by section 701) is further amended—

(1) by inserting "(1)" after the subsection designation;

(2) by striking out "$5,000,000" and all that follows through "1989, and";

(3) by inserting after "1990," the following: "$10,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992, 1993, and 1994";

(4) by inserting "with the exception of subsection (c)" before the period; and

(5) by adding at the end thereof the following new paragraph:

"(2) There are authorized to be appropriated $10,000,000 for fiscal year 1991, and such sums as may be necessary in each of the fiscal years 1992 through 1994, to carry out subsection (c).".

TITLE VIII—AMENDMENTS TO THE COMPREHENSIVE CHILD DEVELOPMENT CENTERS ACT

SEC. 801. AUTHORIZATION OF APPROPRIATIONS.

Section 670T(a) of the subchapter E of chapter 8 of subtitle A of title VI of the Omnibus Budget Reconciliation Act of 1981 (42 U.S.C. 9887) (the Comprehensive Child Development Act) is amended by striking out "appropriated" and all that follows after through the end and inserting in lieu thereof "appropriated, $50,000,000 for each of the fiscal years 1991, 1992, 1993 and 1994".

TITLE IX—COORDINATED SERVICES FOR CHILDREN, YOUTH, AND FAMILIES

SEC. 901. SHORT TITLE.

This title may be cited as the "Coordinated Services for Young Americans Act of 1990".

SEC. 902. FINDINGS.

Congress finds that—

(1) children and youth are inherently the most valuable resource of the United States;

(2) the welfare, protection, healthy development, and positive role of children and youth in society are essential to the United States;

(3) children and youth deserve love, respect, and guidance, as well as good health, shelter, food, education, productive employment opportunities, and preparation for responsible participation in community life;

(4) children and youth have increasing opportunities to participate in the decisions that affect their lives;

(5) the family is the primary caregiver and source of social learning and must be supported and strengthened;

(6) when a family is unable to ensure the satisfaction of the needs referred to in paragraph (5), it is the responsibility of society to assist such family; and

(7) it is the joint and several responsibility of the Federal Government, each State, and the political subdivisions of each State to assist children and youth to secure equal opportunity to full and free access to—

(A) the best possible physical and mental health;

(B) adequate and safe physical shelter;

(C) a high level of educational opportunity;

(D) effective training, apprenticeships, opportunities for community service, and productive employment;

(E) a wide range of civic, cultural, and recreational activities that recognize young Americans as resources and promote self-esteem and a stake in the communities of such Americans;

(F) comprehensive community services that are efficient, coordinated, readily available, and, to the extent practicable, involve families of young individuals; and

(G) genuine participation in decisions concerning the planning and managing of the lives of young Americans.

Subtitle A—Establishment of Administration and Awarding of Grants for Programs

SEC. 911. SHORT TITLE.

This subtitle may be cited as the "Young Americans Act of 1990".

SEC. 912. DEFINITIONS.

As used in this this subtitle:

(1) Commissioner.—The term "Commissioner" means the Commissioner of the Administration on Children, Youth, and Families, as established under section 915.

(2) Council.—The term "Council" means the Federal Council on Children, Youth, and Families, as established under section 918(a).

(3) Nonprofit.—The term "nonprofit", as applied to any agency, institution, or organization, means an agency, institution, or organization that is, or is owned and operated by, one or more corporations or associations, no part of the net earnings of which may lawfully inure to the benefit of any private shareholder or individual.

(4) Secretary.—The term "Secretary" means the Secretary of Health and Human Services.

(5) State.—The term "State" includes the District of Columbia, the Virgin Islands, Puerto Rico, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

(6) Young individual.—The term "young individual" means any child or youth who has not attained 21 years of age.

CHAPTER 1—ADMINISTRATION ON CHILDREN, YOUTH, AND FAMILIES

SEC. 915. ESTABLISHMENT OF THE ADMINISTRATION ON CHILDREN, YOUTH, AND FAMILIES.

(a) In General.—There is established within the Department of Health and Human Services an Administration on Children, Youth, and Families.

(b) Commissioner.—

(1) Establishment.—The Administration on Children, Youth, and Families, as established under subsection (a), shall be headed by a Commissioner on Children, Youth, and Families.

(2) **Appointment.**—The President, by and with the advice and consent of the Senate, shall appoint the Commissioner.

SEC. 916. FUNCTIONS OF THE COMMISSIONER.

(a) **In General.**—The Commissioner shall—

(1) serve as the effective and visible advocate for children, youth, and families within the Department of Health and Human Services and with other departments, agencies, and instrumentalities of the Federal Government by maintaining active review and commenting responsibilities over all Federal policies affecting young individuals, and the families of young individuals;

(2) collect and disseminate information related to the problems of young individuals and the families of such individuals;

(3) assist the Secretary in all matters pertaining to young individuals, and the families of such individuals;

(4) administer the grants authorized under this subtitle;

(5) develop plans and conduct research in the field of young individuals, and the families of such individuals;

(6) assist in the establishment and implementation of programs designed to meet the needs of young individuals for supportive services including—

(A) health and mental health services;

(B) housing and shelter assistance;

(C) education and training services;

(D) protective services;

(E) foster care;

(F) teen parenting support;

(G) child care;

(H) family support and preservation;

(I) teen pregnancy prevention and counseling;

(J) counseling on the effects of violence in the communities of such individuals and their families;

(K) recreational and volunteer opportunities; and

(L) comprehensive early childhood development;

(7) provide technical assistance and consultation to States and the political subdivisions of such States with respect to programs for young individuals;

(8) prepare, publish, and disseminate educational materials concerning the welfare of young individuals;

(9) gather statistics concerning young individuals, and the families of such individuals, that other Federal agencies are not collecting;

(10) coordinate activities carried out or assisted by all departments, agencies, and instrumentalities of the Federal Government with respect to the collection, preparation, and dissemination of information relevant to young individuals and the families of such individuals;

(11) stimulate more effective uses of existing resources and available services for young individuals and the families of such individuals;

(12) develop basic policies and set priorities with respect to the development and operation of programs and activities conducted under this title;

(13) coordinate and assist in the planning and development by public organizations, including Federal, State, and local agencies, and nonprofit private organizations, of programs for young individuals focusing on the establishment of a nationwide network of comprehensive, coordinated services and opportunities for such individuals;

(14) convene conferences of authorities and officials of organizations, as referred to in paragraph (13), as the Commissioner considers necessary or proper for the development and implementation of policies related to the priorities and purposes of this title;

(15) carry on a continuous evaluation of the programs and activities related to the purposes of this title; and

(16) develop, in coordination with other agencies, methods to ensure adequate training for personnel concerning children, youth and families and to ensure the adequate dissemination of such information to appropriate State and community agencies.

(b) **Encouragement of Volunteerism.**—In executing the duties and functions of the Administration under this subtitle and in carrying out the programs and activities authorized under this title, the Commissioner, in consultation with the Director of the ACTION Agency, shall take necessary steps to coordinate with and seek the advice of voluntary agencies and organizations that provide services related to the purposes of this title.

SEC. 917. FEDERAL AGENCY CONSULTATIONS.

(a) IN GENERAL.—The Commissioner shall consult and cooperate with the head of each Federal agency or department proposing or administering programs or services that are substantially related to the purposes of this title.

(b) INTERAGENCY AGREEMENTS.—To the extent practicable, the Commissioner shall facilitate cooperation through the entering into of interagency agreements.

SEC. 918. FEDERAL COUNCIL ON CHILDREN, YOUTH, AND FAMILIES.

(a) ESTABLISHMENT.—There is established a Federal Council on Children, Youth, and Families.

(b) NUMBER OF MEMBERS.—The Council shall be composed of 15 members.

(c) TERM OF MEMBERSHIP.—Each member shall serve for a 3-year term without regard to title 5, United States Code.

(d) APPOINTMENT OF MEMBERS.—

(1) IN GENERAL.—Each appointing authority under this subsection shall appoint members to the Council who possess such skills and qualifications so as to make the Council representative of—

(A) rural and urban populations; and

(B) national organizations with an interest in young individuals, families, early childhood development, elementary and secondary education, business, labor, minorities, and the general public.

(2) AGE OF MEMBERS.—At least one of the individuals appointed to the Council by each appointing authority under this subsection shall be under the age of 21 at the time of such appointment.

(3) LIMITATION ON APPOINTMENT.—An appointing authority under this subsection shall not appoint a full-time officer or employee of the Federal Government as a member of the Council.

(4) APPOINTING AUTHORITY.—Of the members of the Council who are appointed under paragraph (1)—

(A) five members shall be appointed by the President;

(B) five members shall be appointed by the President pro tempore of the Senate on the recommendation of the Majority and Minority Leaders of the Senate; and

(C) five members shall be appointed by the Speaker of the House of Representatives on the recommendation of the Majority and Minority Leaders of the House of Representatives.

(e) VACANCY.—

(1) FILLING VACANCY.—A vacancy on the Council shall be filled in the same manner in which the original appointment was made.

(2) POWERS OF BOARD.—A vacancy on the Council shall not affect the powers of the Council.

(3) TERM OF APPOINTMENT.—A member of the Council who is appointed to fill a vacancy occurring prior to the expiration of the term for which the predecessor of such member was appointed shall be appointed only for the remainder of such term.

(f) REAPPOINTMENT.—Each member of the Council shall be eligible for reappointment to the Council.

(g) EXPIRATION OF TERM.—Each member of the Council may serve after the expiration of the term of membership until the successor of such member has taken office.

(h) COMPENSATION.—

(1) IN GENERAL.—Each member of the Council shall, while serving on business of the Council, be entitled to receive compensation at a rate not to exceed the daily rate specified for grade GS-18 in section 5332 of title 5, United States Code, including travel time.

(2) TRAVEL EXPENSES.—Each member of the Council, while serving on business of the Council away from the home or regular place of business of such member, may be allowed subsistence in the same manner as the expenses authorized by section 5703 of title 5, United States Code, for individuals in the Government service employed intermittently.

(i) CHAIRPERSON.—The President shall designate the Chairperson of the Council from among members appointed to the Council.

(j) MEETINGS.—Not less than once during each 6-month period, the Chairperson of the Council shall call a meeting of the Council.

(k) DUTIES OF THE COUNCIL.—The Council shall—

(1) advise and assist the President on matters relating to the special needs of young individuals;

(2) review and evaluate, on a continuing basis Federal policies, programs and other activities affecting young individuals that are conducted or assisted by all Federal departments and agencies for the purpose of appraising the value and the impact of such policies, programs, and activities on the lives of young individuals;

(3) make recommendations to the President, the Secretary, the Commissioner, and the appropriate Committees of Congress concerning changes in such policies and programs that can reduce duplication of services and encourage the coordination of services provided to young individuals and the families of such individuals at the State and local level;

(4) inform the public about the problems and needs of young individuals by collecting and disseminating information, conducting or commissioning studies, publishing the results of such studies, and issuing publications and reports; and

(5) provide public forums, including public hearings, conferences, workshops, and other meetings, for discussing and publicizing the problems and needs of the young individuals and obtaining information relating to such individuals.

(l) STAFF.—The Chairperson shall appoint staff personnel to assist the Chairperson in carrying out the duties required under subsection (k).

(m) INFORMATION AND ASSISTANCE.—The head of each Federal department and agency shall make available to the Chairperson such information and other assistance as the Chairperson may require to carry out the duties required under subsection (k).

(n) REPORTS.—

(1) SUBMISSION TO THE PRESIDENT.—In fiscal year 1992 and each fiscal year thereafter, the Chairperson shall prepare and submit—

(A) interim reports as the Chairperson considers to be appropriate; and

(B) an annual report of the findings and recommendations of the Council concerning any relevant information about young individuals and the Council;

to the President not later than March 31 of each year.

(2) REVIEW AND SUBMISSION TO CONGRESS.—

(A) COMMENTS AND RECOMMENDATIONS.—The President may make comments and recommendations concerning reports submitted under paragraph (1).

(B) SUBMISSION TO CONGRESS.—The President shall submit such comments, recommendations, and reports to the appropriate Committees of Congress.

(o) AUTHORIZATION OF APPROPRIATION.—There are authorized to be appropriated to carry out this section $200,000 for each of the fiscal years 1991 through 1994.

SEC. 919. ADMINISTRATION.

(a) DUTIES OF COMMISSIONER.—In carrying out this subtitle, the Commissioner shall—

(1) provide consultative services and technical assistance to public or nonprofit private agencies and organizations;

(2) provide short-term training and technical instruction;

(3) conduct research and demonstrations;

(4) collect, prepare, publish, and disseminate special educational or informational materials, including reports of the projects for which funds are provided under this subtitle;

(5) provide staff and other technical assistance to the Council;

(6) evaluate the effectiveness of all programs authorized under this subtitle and annually publish analyses of the results of such evaluations; and

(7) not later than 180 days after the end of each fiscal year, prepare and submit, to the President and the appropriate Committees of Congress, a report concerning the activities carried out under this subtitle and concerning such other activities as the Secretary determines appropriate.

(b) UTILIZATION OF SERVICES AND FACILITIES.—

(1) IN GENERAL.—Subject to agreements made between the Commissioner and the head of such agency or organization, in carrying out the duties referred to in subsection (a) the Commissioner may utilize the services and facilities of any agency of the Federal Government and of any other public or nonprofit agency or organizations.

(2) PAYMENT.—The Commissioner may pay for such services and facilities, in advance or by way of reimbursement, as may be provided in such agreement.

(c) PUBLICATION.—Not later than 120 days after the date of the enactment of this Act, the Secretary shall issue and publish in the Federal Register proposed regulations for the administration of this subtitle.

(d) FINAL REGULATIONS.—Not later than 90 days after the publication of proposed regulations as required under subsection (c), but not prior to the expiration of a reasonable period for public comment concerning such regulations, the Secretary shall issue final regulations for the administration of this subtitle.

(e) AUTHORIZATION OF APPROPRIATION.—There are authorized to be appropriated $1,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992 through 1994, to carry out this section.

(f) ADVANCE FUNDING.—For the purpose of affording adequate notice of funding available under this subtitle, appropriations are authorized to be included in the appropriation Act for the fiscal year preceding the fiscal year for which such appropriations are available for obligation.

CHAPTER 2—GRANTS FOR STATE AND COMMUNITY PROGRAMS FOR CHILDREN, YOUTH, AND FAMILIES

SEC. 925. PURPOSE.

It is the purpose of this chapter to encourage and assist State and local agencies to coordinate resources, reduce barriers to services, and develop new capacities to ensure that State and community services designed to serve children, youth, and families are more effective and comprehensive.

SEC. 926. DEFINITIONS.

As used in this chapter, the term "independent State body" means the entity established under section 929.

SEC. 927. COOPERATIVE ARRANGEMENTS.

The Commissioner shall enter into new cooperative arrangements in each State for the planning and advocacy of services in order to ensure the availability of developmental, preventive, and remedial services to children and youth that are designed to promote—

(1) adequate and safe physical shelter;

(2) high quality physical and mental health care;

(3) the enhancement of the development of children to assure that children enter school prepared and ready to learn;

(4) highest quality educational opportunity;

(5) effective training and apprenticeships to increase the likelihood of employment;

(6) opportunities for community service and productive employment;

(7) a wide range of civic, cultural, and recreational activities that recognize young individuals as resources and promote self-esteem and a sense of community; and

(8) genuine participation in decisions concerning the planning and managing of the lives of young individuals.

SEC. 928. ADMINISTRATION.

(a) IN GENERAL.—The Commissioner shall administer programs under this chapter through the Administration on Children, Youth, and Families.

(b) TECHNICAL ASSISTANCE.—In carrying out this chapter, the Commissioner may request the technical assistance and cooperation of the Secretary of Education, the Secretary of Labor, the Attorney General, the Secretary of Housing and Urban Development, the Secretary of Transportation, the Director of the Office of Community Services, and such other agencies and departments of the Federal Government as may be appropriate.

SEC. 929. INDEPENDENT STATE BODY.

(a) DESIGNATION.—A State shall not be eligible to receive a grant from an allotment under this chapter unless—

(1) the chief executive officer of such State, in accordance with regulations promulgated by the Commissioner, designates an independent State body that is composed of—

(A) cabinet level representatives from each agency of such State that has responsibilities for programs affecting young individuals; and

(B) individuals appointed from among—

(i) private nonprofit providers of services to young individuals;

(ii) advocacy and citizens groups concerned with young individuals;

(iii) committees of the legislature of such State that have responsibility for young individuals;

(iv) leaders who are young individuals, including such leaders who are recipients of service provided under this subtitle;

(v) representatives of the business community;

(vi) representatives of employees of providers of services to young individuals;

(vii) representatives of general purpose local government; and

(viii) such staff as shall be necessary to—

(I) develop a State plan to be submitted to the Commissioner for approval under section 930;

(II) administer and monitor the State plan within such State;

(III) be primarily responsible for the coordination of all State activities related to the purpose of the title;

(IV) serve as an effective and visible advocate for young individuals by reviewing and commenting on all State plans, budgets, and policies that affect such individuals and the families of such individuals by providing technical assistance to any agency, organization, association, or individual representing the needs of young individuals; and

(2) the independent State body designated under paragraph (1)—

(A) develops a system, in accordance with guidelines issued by the Commissioner, for the distribution within the State of funds received under this chapter;

(B) ensures that each area within a State that receives funds under such system has an equal opportunity to apply for and receive funds;

(C) submits a description of such system to the Commissioner for review and comment; and

(D) ensures that preference will be given in such distribution of funds to developing or supporting local service delivery systems that—

(i) provide a range of services organized to tailor responses to needs rather than a predetermined array of services;

(ii) are rooted in and part of the communities that such systems are designed to serve as measured by the degree to which public and private community leaders and young individuals participate in the planning of such systems; and

(iii) demonstrate systematic collaboration among all service providers on behalf of young individuals as demonstrated by joint planning, joint financing, joint service delivery, common intake and assessment, and other arrangements that promote more effective service systems for such individuals.

(b) EXISTING ENTITY.—The Commissioner may approve a State plan in which the chief executive officer of the State designates as the independent State body an existing State entity that is comprised of the parties described in subsection (a) and that is authorized to conduct the same range of interagency planning and coordination activities.

SEC. 930. STATE PLAN.

(a) SUBMISSION OF PLAN.—The chief executive officer of a State, in order to be eligible for grants from an allotment under section 933(a) for any fiscal year, shall prepare and submit to the Commissioner a State plan for a 2-year, 3-year, or 4-year period as determined by the independent State body.

(b) REVISIONS OF PLAN.—Each chief executive officer of a State may make annual revisions of the State plan referred to in subsection (a).

(c) CONTENT OF PLAN.—The chief executive officer of a State shall include within the State plan of that State assurances that—

(1) the independent State body is committed to interagency planning that results in statewide policies promoting systematic collaboration among agencies on behalf of young individuals as demonstrated by joint planning, joint financing, joint service delivery, common intake and assessment, and other arrangements that reduce barriers to services and promote more effective local service delivery systems for young individuals;

(2) such plan will be based on needs as identified through an analysis of updated "State of the Child" reports prepared by the State, including detailed information gathered by the State, to the extent practicable, on young individuals and the families of such individuals concerning—

(A) age, sex, race, and ethnicity;

(B) the residences of such individuals;

(C) the incidence of homelessness among such individuals;

(D) the composition of families of such individuals;

(E) the economic situations of such individuals;

(F) the incidence of poverty among such individuals;

(G) experiences in the care of such individuals away from home;

(H) the health of such individuals;

(I) violence in the lives of such individuals;

(J) the nature of the attachment of such individuals to school and work;

(K) drop out rates of such individuals from school; and

(L) the character of the communities in which such individuals reside;

(3) the system to be used for the distribution of funds within the State will require that—

(A) each area have an equal opportunity to apply for or receive funds under this chapter; and

(B) the public be given an opportunity to express views concerning the development and administration of such plan;

(4) the independent State body will provide an inventory of existing public and private services for young individuals and the families of such individuals, will evaluate the need for supportive services within the State to address the purposes of this title and determine the extent to which existing public and private programs meet such need;

(5) the independent State body will make such reports, in such form, and containing such information, as the Commissioner may require;

(6) such fiscal control and fund accounting procedures will be adopted as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid under this chapter to the chief executive officer of the State, including any such funds paid to the recipients of a grant or contract;

(7) the independent State body will conduct periodic evaluations of activities and projects carried out under the applicable State plan and will report the results and recommendations to the chief executive officer of the State and the State legislature;

(8) the chief executive officer of the State will provide in-service training opportunities for personnel of agencies and programs funded under this chapter; and

(9) the chief executive officer of each State will provide for the implementation of the requirements of section 932, relating to supportive services.

(d) APPROVAL OF PLAN.—

(1) IN GENERAL.—The Commissioner shall approve any State plan that the Commissioner determines meets the requirements of subsection (a).

(2) NOTICE AND OPPORTUNITY TO CORRECT DEFICIENCIES.—The Commissioner shall not make a final determination disapproving any State plan, modifying such plan, or declaring a State to be ineligible to receive funds under this chapter without previously affording such State reasonable notice and opportunity to correct deficiencies in its application.

SEC. 931. PLANNING, COORDINATION, EVALUATION, AND ADMINISTRATION OF STATE PLANS.

(a) FORMULA FOR GRANTS TO STATES.—Notwithstanding subsection (b), the amounts made available to each State under section 933(a) may be used to make grants to a State to enable such State to pay such percentages as the independent State body of such State determines to be appropriate, of the cost of administrating the State plan ~~of such~~ State including—

(1) the costs of the preparation of such plan and the provision of technical assistance to local planning and service areas;

(2) the costs of the evaluation of activities carried out under such plan;

(3) the costs of the collection of data and the carrying out of analyses related to the need for supportive services within the State;

(4) the costs of the dissemination of information obtained under paragraph (3); and

(5) the costs of the provision of short-term training to personnel of public or nonprofit private agencies and organizations engaged in the operation of programs authorized by this chapter.

(b) FEDERAL SHARE.—The Federal share of the amounts made available under subsection (a) shall not exceed 75 percent.

(c) NON-FEDERAL SHARE.—Not less than 25 percent of the non-Federal share of the total expenditures under the State plan shall be met from funds provided from State or local public sources.

(d) Supplement not Supplant.—Amounts received by a State under this chapter shall be used only to supplement, not to supplant, the amount of Federal, State, and local funds expended for the purposes for which grants are made under this chapter, except that States may use existing expenditures to satisfy the State matching requirements under subsection (c), but in no event shall such expenditures be used to satisfy the matching requirements of any other Federal program.

SEC. 932. SUPPORTIVE SERVICES.

(a) Establishment of Program.—

(1) In general.—The Commissioner shall carry out a program for making grants to a State under a State plan approved under section 930 to demonstrate successful program approaches to fill service gaps identified through State and area planning and advocacy efforts for any of the areas specified in paragraph (2).

(2) Eligible services.—The services eligible to be provided under paragraph (1) are services—

(A) that are designed to facilitate the provision of comprehensive community based services that are efficient, coordinated, and readily available through such activities as case planning, case management, intake and assessment, and information and referral; and

(B) that serve any of the following purposes—

(i) provide adequate and safe physical shelter to young individuals and the families of such individuals, especially in emergency circumstances;

(ii) provide transitional living services to young individuals who are homeless;

(iii) enable young individuals to attain and maintain physical and mental well-being;

(iv) provide health screening to detect or prevent illnesses, or both, that occur most frequently in young individuals as well as better treatment and counseling;

(v) enhance the development of children to assure that such children enter school prepared and ready to learn;

(vi) promote the highest quality of educational opportunity, especially through drop-out prevention programs, remediation for young individuals who have dropped out of school, and vocational education;

(vii) provide effective training apprenticeships and employment opportunities;

(viii) promote participation in community service and civic, cultural, and recreational activities that value young individuals as resources and promote self-esteem and a stake in the community;

(ix) promote the genuine participation of young individuals in decisions concerning planning and managing the lives of such individuals;

(x) encourage young individuals and the families of such individuals to use any community facilities and services that are available to such individuals;

(xi) ensure that young individuals who are unable to live with the biological families of such individuals have a safe place to live until such individuals can return home or move into independent adult life; and

(xii) prevent the abuse, neglect, or exploitation of young individuals.

(b) Limitation on Grant Amounts.—Amounts available to each State under section 933(b) may be used to make grants for paying such percentage as each independent State body may determine to be appropriate, but not more than 85 percent, of the cost of supportive services described in this section and identified in the State plan.

SEC. 933. AUTHORIZATION OF APPROPRIATION AND ALLOTMENT.

(a) State Plan.—

(1) In general.—There are authorized to be appropriated such sums as may be necessary for each of the fiscal years 1991 through 1994 for the purpose of making grants under section 931.

(2) Allotment formula.—Except as provided in paragraph (3), from the amount appropriated under paragraph (1) for each fiscal year, a State shall be allotted an amount that bears the same ratio to the amount appropriated for such fiscal year as the population of such State that is under the age of 21 bears to the population of all States that is under the age of 21.

(3) Exceptions.—

(A) IN GENERAL.—Except as provided in subparagraph (B) and subject to the availability of appropriations under paragraph (1), no State shall be allotted less than $300,000 under the formula established under paragraph (2).

(B) LIMITATION ON ALLOTMENT.—Notwithstanding subparagraph (A), Guam, the Virgin Islands, the Trust Territory of the Pacific Islands, American Samoa, and the Commonwealth of the Northern Mariana Islands shall each be allotted not less than $75,000 under the formula established under paragraph (2).

(b) SUPPORTIVE SERVICES.—

(1) IN GENERAL.—There are authorized to be appropriated such sums as may be necessary for each of the fiscal years 1991 through 1994 for the purpose of making grants under section 932.

(2) ALLOTMENT FORMULA.—Except as provided in paragraph (3), from the amount appropriated under paragraph (1) for each fiscal year, a State shall be allotted an amount that bears the same ratio to the amount appropriated for such fiscal year as the population of the State that is under the age of 21 bears to the population of all States that is under the age of 21.

(3) EXCEPTIONS.—

(A) IN GENERAL.—Except as provided in subparagraph (B) and subject to the availability of appropriations under paragraph (1), no State shall be allotted less than $300,000 under the formula established under paragraph (2).

(B) LIMITATION ON ALLOTMENT.—Notwithstanding subparagraph (A), Guam, the Virgin Islands, the Trust Territory of the Pacific Islands, American Samoa, and the Commonwealth of the Northern Mariana Islands shall each be allotted not less than $75,000 under the formula established under paragraph (2).

(c) DETERMINATION OF AGE.—The number of individuals under the age of 21 in each State shall be determined by the Commissioner on the basis of the most recent data available to the Commissioner.

(d) TRANSFER OF ALLOTTED FUNDS.—Whenever the Commissioner determines that—

(1) any amount allotted to a State for a fiscal year under this section will not be used by such State for carrying out the purpose for which such allotment was made; or

(2) a State has failed to qualify under the State plan required under section 930;

the Commissioner shall make such allotment available for carrying out such purposes to other participating States in a proportional manner based on the relative population of the State of individuals under the age of 21.

CHAPTER 3—FAMILY RESOURCE AND SUPPORT PROGRAM GRANTS

SEC. 941. SHORT TITLE.

This chapter may be cited as the "Family Resource and Support Act of 1990".

SEC. 942. PURPOSE.

It is the purpose of this chapter to establish family resource and support programs to enhance the ability of families to remain together and to thrive through the provision of community based services that—

(1) promote and build family and parenting skills;

(2) promote and assist families in the use of formal and informal resources within their communities;

(3) create a support network to strengthen and reinforce good parenting; and

(4) are closely linked with, but not duplicative of, other community resources.

SEC. 943. DEFINITIONS.

As used in this chapter:

(1) COMMISSIONER.—The term "Commissioner" shall mean the Commissioner of the Administration on Children, Youth and Families.

(2) COMMUNITY REFERRAL SERVICES.—The term "community referral services" means services to assist families in obtaining community resources, including health care, mental health care, employability development and job training, and other social services, and follow up services to ensure that the services needed are received.

(3) CORE SERVICES.—The term "core services" means—

(A) educational and support services provided to assist parents in acquiring parenting skills, learning about child development, and in coping with the behavior of their children; and

(B) the early developmental screening of children to assess any needs or deficiencies of such children and to identify specific types of support that may be provided.

(C) outreach services;

(D) community referral services; and

(E) follow up services.

(4) **Follow up services.**—The term "follow up services" means services provided to ensure that necessary services are received by families and are effective.

(5) **Lead agency.**—The term "lead agency" means an existing State agency, or other public or nonprofit private entity that can function as an intermediary agency, designated by the chief executive officer of the State as the agency responsible for the development and implementation of local family resource and support programs. Such agency shall have demonstrated ability to work with other State and community based agencies to provide training and technical assistance, and a commitment to parental participation in the design and administration of family resource and support programs.

(6) **Other services.**—The term "other services" and "other support services" includes—

(A) child care, early childhood development and intervention programs;

(B) employability development services (including motivational counseling and skill training);

(C) educational services, such as scholastic tutoring, literacy training, and graduate educational degree services;

(D) nutritional education;

(E) substance abuse counseling and treatment referral;

(F) life management skills training;

(G) referral for primary and mental health services; and

(H) peer counseling and crisis intervention, family violence counseling and referrals for such services.

(7) **Outreach services.**—The term "outreach services" means services provided to ensure (through home visits or other methods) that parents are aware of and able to participate in family resource and support program activities.

(8) **Secretary.**—The term "Secretary" means the Secretary of Health and Human Services.

SEC. 944. GRANTS.

The Commissioner may make grants under sections 945 and 946 to States on a competitive basis, for the purpose of developing and funding local family resource and support programs through the cooperation of existing health, mental health, education, employment and training, child welfare, and other social services agencies within the State.

SEC. 945. PLANNING GRANTS.

(a) **Authority.**—From amounts made available under section 949(b), the Commissioner shall award planning grants to States, on a competitive basis, to assist States in developing plans for the implementation and financial support of State and local family support and resource programs.

(b) **Amount of Grant.**—A grant awarded under this section shall be for an amount that shall not exceed $150,000 (or where more than one grant is made to a State, $150,000 per year) and shall be commensurate with the scope of the family resource and support planning initiative of the State, taking into consideration existing State and local programs, the size of the target population, and other criteria as determined appropriate by the Commissioner.

(c) **Duration.**—A grant awarded under this section shall be for a term of 1 year and may be renewed for an additional 1-year period.

(d) **Application.**—To be eligible to receive a grant under this section a State shall prepare and submit, to the Commissioner, an application at such time, in such form, and containing such information as the Commissioner shall require, including—

(1) information to enable the Commissioner to assess the criteria described in subsection (e);

(2) assurances that the State will conduct the interagency planning provided for in section 948;

(3) assurances that the grant will be used to develop a plan for a family resource and support program containing the elements described in section 946(d); and

(4) assurances that the State will provide a description of the planning process for the development of family resource and support programs, including successful methods or barriers to involving multiple agencies and parents.

(e) Criteria.—In determining whether to award a grant to a State under this section the Commissioner shall consider

(1) the commitment of the State to involve existing family resource and support programs in the planning process to be assisted through the grant;

(2) the current family support program capacity, available resources, and areas of need of the State;

(3) the intended scope and general purpose of the family resource and support program of the State;

(4) the projected level of financial commitment by the State to developing a family resource and support program;

(5) the plan of the State for the involvement of parents in the planning process of the family resource and support program of the State;

(6) the plan of the State for interagency involvement in the planning process; and

(7) the commitment of the State to reduce practical and regulatory barriers to the provision of comprehensive services to families, including family resource and support programs.

SEC. 946. OPERATIONAL GRANTS.

(a) Authority.—From amount appropriated under section 949(a), the Commissioner shall award operational grants to the States, on a competitive basis, to assist States in expanding and establishing local family resource and support programs.

(b) Amount of Grant.—

(1) In general.—A grant awarded under this section shall be for an amount that is equal to 80 percent of the estimated State cost of establishing and expanding local family support and resource programs.

(2) Limitation.—A grant awarded under this section shall not exceed $4,000,000 nor be less than $1,500,000 based on an assessment by the Commissioner of the State plan, the scope of proposed program, and the population to be served (as contained in the application submitted under subsection (d)).

(c) Duration.—A grant awarded under this section shall be for a term of 1 year.

(d) Application.—To be eligible to receive a grant under this section a State shall prepare and submit, to the Commissioner, an application at such time, in such form, and containing such information as the Commissioner shall require, including—

(1) an assurance that the chief executive officer of the State will designate a lead agency to assume responsibility for the development and implementation of family resource and support programs;

(2) a description of the proposed scope of the State family resource and support program, the population to be served, the manner in which the program will be operated, and the manner in which such program will relate to other community services and public agencies;

(3) an assurance that, in awarding local grants, priority will be given to programs serving low-income communities and programs serving new parents;

(4) assurances that the State program will maintain cultural diversity;

(5) a description of the interagency planning to be undertaken by the State as provided for in section 948;

(6) a description of the local interagency planning process to be utilized to develop and implement local family resource and support programs;

(7) a description of the core services, as required under this chapter, and other support services to be provided by the program and the manner in which such services will be provided;

(8) the proposed State budget detailing the sources of State contributions and the expenditure of Federal and State-matching funds for the State program;

(9) a description of the criteria that the State will utilize for awarding local grants, including the criteria to be used for establishing new programs, ensuring the adequacy of staff training and numbers, the future expansion of the program, and the manner in which such expansion would address unmet needs.

(10) a description of the guidelines for requiring parental involvement in local program development, policy design, and governance;

(11) a description of the methods to be utilized to evaluate the implementation and effectiveness of the family resource and support programs within the State;

(12) a description of the manner in which the State will demonstrate the level of parental participation in program planning, development, and implementation;

(13) a plan for assuring training, technical assistance, and other assistance to local communities in program development; and

(14) a description of proposed actions by the State that will reduce practical and regulatory barriers to the provisions of comprehensive services to families, including family resource and support programs.

(e) CRITERIA.—In determining whether to award a grant to a State under this section the Commissioner shall consider—

(1) subject to the interagency planning provided for in section 948, the operational plan developed by the State for the implementation of the family resource and support program;

(2) the established guidelines for requiring parental involvement in local program development, policy design, and governance;

(3) the budget for the expenditure of Federal and State-matching funds and the ability of the program to secure financial commitments from a variety of sources, including public and private entities; and

(4) any other factors determined appropriate by the Commissioner.

SEC. 947. LOCAL PROGRAM REQUIREMENTS.

(a) IN GENERAL.—Subject to section 946, a State that receives a grant under such section shall use such grant to—

(1) establish local family resource and support programs, including a community planning process involving parents, local public and private non-profit agencies responsible for providing health, education, employment training, Head Start and other early childhood, child welfare, and other social services to determine local family needs, and identify appropriate community agencies to administer such programs locally; and

(2) provide core services, outreach services, community referral services, follow-up services, and other services directly or through contracts or agreements with other local agencies.

SEC. 948. INTERAGENCY PLANNING.

(a) ESTABLISHMENT.—To be eligible to receive a grant under this chapter, a State shall conduct any interagency planning that is necessary to provide policy and programming guidance for the family resource and support programs established within the State and to assist the State in developing and monitoring the plan of the State for the implementation of such programs. Such planning shall include—

(1) parents and prospective participants in family resource and support programs;

(2) representatives of State government social service, health, education, mental health, and employment and economic development agencies;

(3) representatives of the business community;

(4) other individuals with expertise in the services that the family resource and support programs of the State intend to offer;

(5) representatives of local communities in which family resource and support programs are likely to be located; and

(6) representatives of general purpose local government.

SEC. 949. AUTHORIZATION OF APPROPRIATIONS.

(a) IN GENERAL.—There are authorized to be appropriated to carry out this chapter, $60,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992 through 1994.

(b) PLANNING GRANTS.—Of amounts appropriated under subsection (a) in each fiscal year, the Secretary shall make available not to exceed 20 percent of such amounts to make grants under section 945.

(c) LIMITATION.—A State shall not use in excess of 10 percent of a grant awarded under this chapter for activities at the State level.

CHAPTER 4—NATIONAL CLEARINGHOUSE

SEC. 955. SHORT TITLE.

This chapter may be cited as the "Family Resource Act".

SEC. 956. FINDINGS AND PURPOSE.

(a) FINDINGS.—Congress finds that—

(1) fundamental changes in the demographics and economics of family life in the United States over the past 20 years have had a profound effect on children and their parents;

(2) since 1966, the number of women working outside the home has increased by 92 percent and the number of two earner families has increased by over 50 percent;

(3) 61 percent of the children born today will live in a single-parent family before reaching the age of 20, with one out of every three single female heads of households living on incomes below the Federal poverty level;

(4) one out of every four children under the age of 6 in the United States currently live below the Federal poverty level;

(5) over the past 10 years, parents have increasingly come together with other parents to organize family resource and support programs that promote healthy child development and increase parental competency, particularly families at risk; and

(6) Federal investment in promoting the development of family resource and support programs will reap long-term benefits for individual families and the nation as a whole.

(b) PURPOSE.—It is the purpose of this Act to—

(1) stimulate the development and expansion of family resource and support programs that are prevention oriented;

(2) encourage early intervention of such programs with families to ameliorate problem situations before such situations become crises; and

(3) assist parents in enhancing their children's development to assure that their children enter school prepared and ready to learn.

SEC. 957. DEFINITION.

As used in this chapter, the term "family resource and support programs" means community-based services that offer sustained assistance to families at various stages in their development. Such services shall promote parental competencies and behaviors that will lead to the healthy and positive personal development of parents and children through—

(1) the provision of assistance to build family skills and assist parents in improving their capacities to be supportive and nurturing parents;

(2) the provision of assistance to families to enable such families to use other formal and informal resources and opportunities for assistance that are available within the communities of such families; and

(3) the creation of supportive networks to enhance the childrearing capacity of parents and assist in compensating for the increased social isolation and vulnerability of families.

SEC. 958. ESTABLISHMENT OF NATIONAL CENTER ON FAMILY RESOURCE AND SUPPORT PROGRAMS.

(a) ESTABLISHMENT.—The Commissioner shall establish, through grant or contract, a national center for the collection and provision of programmatic information and technical assistance that relates to all types of family resource and support programs, to be known as the "National Center on Family Resource and Support Programs".

(b) FUNCTIONS.—The national center established under subsection (a) shall serve as a national information and data clearinghouse, training, technical assistance, and material development source for family resource and support programs. Such center shall—

(1) develop and maintain a system for disseminating information on all types of family resource and support programs and on the state of family resource and support program development, including information concerning the most effective model programs;

(2) develop and sponsor a variety of training institutes and curricula for family resource and support program staff;

(3) identify several model programs representing the various types of family resource and support programs to develop technical assistance materials and activities to assist other agencies in establishing family resource and support programs; and

(4) develop State-wide networks of family resource and support programs for the purpose of sharing and disseminating information.

SEC. 959. EVALUATION.

The Commissioner shall, through grants or contracts awarded or entered into with independent auditors, conduct evaluations and related activities, of family resource and support programs, including—

(1) evaluations of on-going programs;

(2) process evaluations focusing on implementation strategies; and

(3) the development of simple evaluation models for use by local family resource and support programs.

SEC. 960. AUTHORIZATION OF APPROPRIATIONS.

(a) ESTABLISHMENT OF CENTER.—To carry out section 958, there are authorized to be appropriated $2,300,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992 through 1994.

(b) EVALUATION.—To carry out section 959, there are authorized to be appropriated $700,000 for fiscal year 1990, and such sums as may be necessary for each of the fiscal years 1991 through 1994.

Subtitle B—Coordinated Health Care for Children

CHAPTER 1—PRIMARY PEDIATRIC OUTREACH AND CARE

SEC. 971. SHORT TITLE.

This chapter may be cited as the "Primary Pediatric Outreach and Care Program".

SEC. 972. PRIMARY PEDIATRIC CARE FOR DISADVANTAGED CHILDREN PROGRAM.

Part C of title III of the Public Health Service Act (42 U.S.C. 248 et seq.) is amended by adding at the end thereof the following new section:

"SEC. 328. PRIMARY PEDIATRIC CARE FOR DISADVANTAGED CHILDREN PROGRAM.

"(a) DEFINITIONS.—As used in this section:

"(1) PRIMARY PEDIATRIC CARE.—The term 'primary pediatric care' means—

"(A) preventive care including anticipating guidance, appropriate early treatment, immunizations, and other services designed to promote health and prevent disease, which should include a comprehensive health examination that involves services identical to those required under early and periodic screening, diagnosis and treatment programs under sections 1902(a)(43) and 1905(a)(4)(B) of the Social Security Act;

"(B) acute illness care, including diagnosis and early treatment of illnesses in order to prevent complications or the development of chronic disorders;

"(C) evaluations conducted to detect physical abuse, sexual abuse, or neglect of children; and

"(D) continuing care of individuals suffering from certain chronic diseases or disabling conditions.

"(2) OUTREACH.—The term 'outreach' means—

"(A) the intensive identification of isolated and vulnerable children; and

"(B) the undertaking of comprehensive assessments and referrals for purposes of providing immediate direct care and access to health care systems.

"(b) AUTHORITY.—The Secretary may make grants to, and enter into contracts with, public and nonprofit private organizations, agencies, and institutions, to pay part or all of the costs of establishing programs (such as the New York Children's Health Project) designed to provide high quality primary pediatric care to economically disadvantaged children under the age of 19 who, on the date of enactment of this section, do not have access to such care as a result of geographic, cultural, financial, and other barriers, for the purposes described in subsection (c), or for operating such programs, or both.

"(c) ELIGIBLE ACTIVITIES.—A recipient shall use funds available under this section for as many of the following as practicable—

"(1) child outpatient facilities or, where appropriate, mobile medical units, staffed by physicians, nurse practitioners, and other health care providers to provide primary care services;

"(2) an extensive follow up system to ensure maximum consultative and referral visits for comprehensive health needs;

"(3) prenatal care;

"(4) substance abuse detection and preventive and therapeutic counseling;

"(5) evaluation and treatment services for behavioral and emotional disorders either directly or through referrals to appropriate specialists;

"(6) a health service program for children in foster care;

"(7) a program to provide medical services and community referrals to runaway and homeless youth;

"(8) a program to provide continuous, comprehensive care for children with special medical needs, particularly children with disabilities and chronic illness;

"(9) formal linkages with facilities providing necessary referral or ancillary services, including hospital outpatient and inpatient care, community health centers, educational institutions, Head Start programs, and social welfare and child abuse programs; and

"(10) methods of data collection (through the use of computerized systems to the extent feasible), including statistics concerning children and families and the specifics of the health care needs of such children and families which should enable the tracking of families and promote a continuum of health care.

"(d) Authorization of Appropriations.—There are authorized to be appropriated to carry out this section, $10,000,000 for fiscal year 1991, and such sums as are necessary for each succeeding fiscal year.".

CHAPTER 2—GRANTS FOR ACCESS TO HEALTH CARE

SEC. 975. DEMONSTRATION GRANTS.

Part D of title III of the Public Health Service Act is amended by adding after section 340 (42 U.S.C. 256) the following new subpart:

"Subpart VI—Health Services for Pregnant Women and Infants

"SEC. 340J. DEMONSTRATION GRANTS FOR MEDICAID REFERRAL.

"(a) Definitions.—As used in this subpart:

"(1) Community organization.—The term 'community organization' means—

"(A) a well-baby or immunization clinic or mobile van;

"(B) a neighborhood, community, or migrant health center;

"(C) a family support or family resource program;

"(D) a Head Start agency designated under section 641 of the Head Start Act (42 U.S.C. 9836), licensed day care center, or local child care resource and referral program;

"(E) a visiting public health nurse program;

"(F) a mental health clinic;

"(G) a program serving homeless women and children;

"(H) a nonprofit or public hospital;

"(I) a family planning organization;

"(J) a church, or church-related organization; or

"(K) any other local point of contact with pregnant women and children.

"(2) Director.—The term 'Director' means the Director of the Bureau of Maternal and Child Health and Resources Development of the Health Resources and Services Administration of the Department of Health and Human Services.

"(3) Identification and referral services.—The term 'identification and referral services' includes services to—

"(A) identify pregnant women and children who are potentially eligible for medicaid assistance;

"(B) encourage and assist the women and children in applying for medicaid assistance;

"(C) provide follow up assistance to help the women and children overcome barriers to obtaining medicaid assistance; and

"(D) maintain contact with and provide support to the women and children to ensure that the women and children continue to receive medicaid assistance.

"(4) Medicaid assistance.—The term 'medicaid assistance' means medical assistance provided under a State plan under section 1902 of the Social Security Act (42 U.S.C. 1396a).

"(5) Pregnant women and children.—The term 'pregnant women and children' means pregnant women, infants, and children under age 19.

"(b) Establishment.—The Director shall make grants to eligible organizations for demonstration projects to assist pregnant women and children in establishing eligibility for medicaid assistance.

"(c) Use of Funds.—An eligible organization shall use grants provided under subsection (b)—

"(1) to establish a program under a cooperative agreement with other relevant community-based organizations to provide identification and referral services to pregnant women and children within the community; and

"(2) to compile information on—

"(A) the number of pregnant women and children within the community contacted by the program;

"(B) the number of women and children described in subparagraph (A) who did not receive medicaid assistance at the time of initial contact with the program, analyzed by the reasons that the women and children did not receive assistance;

"(C) the number of women and children described in subparagraph (A) who received services through the program; and

"(D) the number of women and children described in subparagraph (A) who established eligibility for medicaid assistance after receiving services through the program.

"(d) APPLICATION.—To be eligible for a grant under subsection (b), the organization shall submit an application to the Director at such time, in such manner, and containing such agreements, assurances, and information, as the Secretary determines to be necessary to carry out this section. At a minimum, the application shall contain—

"(1) a description of the services to be provided by the organization;

"(2) a description of the qualifications of the organization to provide services;

"(3) information demonstrating the familiarity of the applicant with the community in which the organization will provide services, including information demonstrating the existence of community support and cooperative agreements with other relevant community-based organizations; and

"(4) assurances that the organization will emphasize personal contacts with potentially eligible pregnant women and the parents of eligible children and not rely primarily on media-based announcements about medicaid assistance and methods of obtaining medicaid assistance.

"(e) ELIGIBLE ORGANIZATIONS.—Organizations eligible to receive a grant under this section shall include private nonprofit community organizations.

"(f) STUDY AND REPORT.—

"(1) STUDY.—The Secretary shall conduct a study of the impacts of demonstration projects carried out under this section, including a review of the information compiled under subsection (c)(2), to determine how identification and referral services could increase the enrollment of pregnant women and children in the medicaid program, with a goal of enrolling every eligible pregnant woman and child in the United States.

"(2) REPORT.—Not later than March 1, 1993, the Secretary shall prepare and submit to Congress a report containing the results of the study conducted under paragraph (1), and make recommendations for legislative and administrative reforms to increase the number of pregnant women and children obtaining medicaid assistance without reducing the level of medicaid assistance received by each recipient.

"(g) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated to carry out this section $10,000,000 for each of fiscal years 1991, 1992, and 1993, to be available without fiscal year limitation.".

Subtitle C—White House Conference on Young Americans

SEC. 981. SHORT TITLE.

This subtitle may be cited as the "White House Conference on Young Americans Act of 1990".

SEC. 982. FINDINGS.

Congress finds that—

(1) young individuals are the most valuable resource of the United States;

(2) the welfare, protection, healthy development, and positive role of young individuals in society are essential to the United States;

(3) young individuals deserve love, respect, and guidance, as well as good health, shelter, food, education, productive work, preparation for responsible participation in community life, and an increasing opportunity to participate in the decisions that affect the lives of such individuals;

(4) the family is the primary caregiver and the source of social learning for young individuals and must be supported and strengthened;

(5) if a family is unable to ensure the satisfaction of the needs described in paragraph (4), it is the responsibility of society to assist such young individuals;

(6) at a minimum, all young individuals need and deserve access to—

(A) the best possible physical and mental health;

(B) adequate and safe physical shelter;

(C) a high quality of educational opportunity;

(D) effective training and apprenticeships to train such individuals for future employment;

(E) opportunities for community service and productive employment;

(F) a wide range of civic, cultural, and recreational activities that recognize young individuals as resources and promote self-esteem and a stake in the communities of such individuals;

(G) comprehensive community services that are efficient, coordinated, and readily available; and

(H) genuine participation in decisions concerning the planning and managing of the lives of such individuals; and

(7) there is a great need for a comprehensive national policy with respect to young individuals that is designed to engage Federal, State, and local government agencies, youth organizations, and other voluntary organizations.

(b) POLICY.—It is the policy of Congress that the Federal Government should work jointly with each State and the residents of such State to develop recommendations and plans for action to meet the challenge and needs of young individuals.

SEC. 983. AUTHORITY OF THE PRESIDENT AND SECRETARY; FINAL REPORT.

(a) ESTABLISHMENT OF CONFERENCE.—The President shall call a White House Conference on Young Americans in 1991 (hereinafter referred to in this subtitle as the "Conference") in order to examine existing programs for young individuals and to develop recommendations for further action concerning young individuals, and the families of such individuals, that will assist in fulfilling the purposes described in section 982.

(b) PLANNING OF CONFERENCE.—The Secretary of Health and Human Services (hereinafter referred to in this subtitle as the "Secretary") shall plan and conduct the Conference under the direction of the Secretary and in cooperation with the Commissioner of the Administration on Children, Youth and Families (as established under chapter 1 of subtitle A), and the heads of such other Federal departments and agencies as are appropriate. Such cooperation may include the assignment of personnel.

(c) FUNCTION OF CONFERENCE.—In order to develop recommendations concerning the use of skills, experience, energies, and the improvement of the conditions of young individuals, the Conference shall bring together—

(1) representatives of Federal, State, and local governments;

(2) professional and lay people who are working in the field of young individuals; and

(3) families and representatives of the general public including young individuals.

(d) REPORT.—

(1) IN GENERAL.—Not later than 180 days following the date on which the Conference is adjourned, the Secretary shall prepare and submit, a final report concerning the findings and recommendations derived from the Conference, to the President.

(2) CONTENT.—The Secretary shall include in such report a statement of a comprehensive coherent national policy concerning young individuals, and the families of such individuals together with recommendations for the implementation of such policy.

(3) RELEASE TO PUBLIC.—The Secretary shall make such report immediately available to the public.

(4) RECOMMENDATIONS.—Not later than 90 days after the submission of such report, the Secretary shall transmit to the President and to the appropriate Committees of Congress recommendations for administrative action and the legislation necessary to implement the recommendations contained in the report.

SEC. 984. ADMINISTRATION.

(a) DUTIES OF SECRETARY.—In carrying out this subtitle, the Secretary shall—

(1) request the cooperation and assistance of the heads of such other Federal departments and agencies as may be appropriate;

(2) furnish all reasonable assistance, including financial assistance, to State and area agencies concerning young individuals, and the families of such indi-

viduals, and to other appropriate organizations to enable such agencies and organizations to organize and conduct conferences prior to the Conference;

(3) prepare and make available background materials for the use of delegates to the Conference;

(4) prepare and distribute any report of the Conference as may be necessary and appropriate; and

(5) engage such additional personnel as may be necessary to carry out this subtitle without regard to the provisions of title 5, United States Code, governing appointments in the competitive services, and without regard to chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates.

(b) DATA.—In carrying out the responsibilities under this subtitle, the Secretary shall ensure that appropriate statistical data and other information concerning the well-being of young individuals are readily available, in advance of the Conference, to participants in the Conference, together with such information as may be necessary to evaluate Federal programs and policies relating to such individuals.

(c) GRANTS AND CONTRACTS.—In carrying out this subsection, the Secretary may make a grant to and enter into a contract with, any public agency and nonprofit private organization.

SEC. 985. COMMITTEE.

(a) ADVISORY COMMITTEE.—The Secretary shall establish an advisory committee to the Conference that shall include representation from the Federal Council on Children, Youth, and Families, and other public agencies and private nonprofit organizations as appropriate.

(b) OTHER COMMITTEES.—The Secretary shall establish such other committees, including technical committees, as may be necessary to assist in planning, conducting, and reviewing the Conference.

(c) MEMBERSHIP OF COMMITTEES.—

(1) AUTHORITY TO APPOINT.—The Secretary shall appoint individuals to serve on each committee established under this section.

(2) COMPOSITION OF COMMITTEES.—Each committee established under this subsection shall be composed of professional and public members including individuals from low-income and minority groups. At least one-fifth of the public members of each committee shall be under the age of 21 years.

(d) COMPENSATION.—

(1) IN GENERAL.—Any appointed member of any such committee, other than any officers or employees of the Federal Government, while attending conferences or meetings of the committee or otherwise serving at the request of the Secretary, shall be entitled to receive compensation at a rate fixed by the Secretary but not to exceed the daily rate prescribed for GS-18 under section 5332 of title 5, United States Code (including traveltime).

(2) TRAVEL EXPENSE.—Such member may be allowed travel expense while away from the home or regular place of business of such member, including per diem in lieu of subsistence as authorized under section 5703 of such title for individuals in Federal Government service who are employed intermittently.

SEC. 986. AUTHORIZATION OF APPROPRIATION.

There are authorized to be appropriated such sums as may be necessary, for each of the fiscal years 1991 and 1992 to carry out this subtitle.

TITLE X—EFFECTIVE DATES

SEC. 1001. EFFECTIVE DATES.

(a) GENERAL EFFECTIVE DATE.—Except as provided in subsection (b), this Act and the amendments made by this Act shall take effect on October 1, 1990.

(b) SPECIAL EFFECTIVE DATES.—

(1) DATE OF ENACTMENT.—The amendments made by sections 102, 401, 501, 603, and 701 shall take effect on the date of the enactment of this Act.

(2) HEAD START.—Section 646(b) of the Head Start Act, as added by section 111, shall take effect on April 1, 1990.

I. SUMMARY OF THE BILL

H.R. 4151, as amended and reported by the Committee, amends and extends the Head Start Act, the Low-Income Home Energy Assistance Act, the Follow Through Act, the State Dependent Care Development Grants Act, the Community Services Block Grant Act, the Child Development Associate Scholarship Assistance Act, Demonstration Partnership Agreements Addressing the Needs of the Poor, and the Comprehensive Child Development Centers Act. In addition, H.R. 4151, as amended, authorizes new programs to provide coordinated services for children youth, and families.

HEAD START

The bill reauthorizes the Head Start Program at $2,386,000,000 for fiscal year 1991, $4,273,000,000 for fiscal year 1992, $5,024,000,000 for fiscal year 1993, and $7,660,000,000 for fiscal year 1994. The bill also establishes a set-aside for quality-enhancement activities, including improvement of compensation to Head Start staff. It requires that by 1994 each Head Start classroom have one teacher with, at minimum, a Child Development Associate credential. The bill establishes Head Start Transition Projects to provide supportive services to elementary school children and their families.

LOW-INCOME HOME ENERGY ASSISTANCE PROGRAM

The bill authorizes LIHEAP at $2,150,000,000 in fiscal year 1991, $2,230,000,000 in fiscal year 1992, and such sums as may be necessary in fiscal years 1993 and 1994. The bill changes the program's funding basis to a program year, which will begin on July 1 of the fiscal year for which appropriations are made. It eliminates the states' authority to transfer up to 10 percent of LIHEAP funds to other programs, requires outreach and intake activities to be provided through community-based organizations or non-welfare state or local agencies, and estalbishes a program to provide incentives to states to leverage non-federal dollars.

FOLLOW THROUGH

Authorization levels provided in the bill are $20,000,000 for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994. The bill incorporates changes to expand the development and adoption of Follow Through models, create closer ties with Chapter 1 as well as Head Start, and increase the focus on comprehensive services and parental involvement.

STATE DEPENDENT CARE DEVELOPMENT GRANTS

Authorization levels for the program are $20,000,000 for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994. The bill allows program funds to be used to pay operating expenses and removes restrictions on locations in which school-age child care may be provided.

COMMUNITY SERVICES BLOCK GRANT

The bill authorizes the program at $451,500,000 for fiscal year 1991, $460,000,000 for fiscal year 1992, $480,000,000 for fiscal year 1993, and $500,000,000 for fiscal year 1994. The bill increases the minimum state allocations under the block grant if appropriations reach $360,000,000 and requires an annual report of CSBG activities. The bill also authorizes the Community Food and Nutrition Program at $10,000,000 for fiscal year 1991, $15,000,000 for fiscal year 1992, $20,000,000 for fiscal year 1993, and $25,000,000 in fiscal year 1994. It creaste grants for national anti-hunger efforts and establishes minimum state grants when appropriations reach a certain level.

CHILD DEVELOPMENT ASSOCIATE SCHOLARSHIP ASSISTANCE

Authorization levels provided in the bill are $3,000,000 for fiscal year 1991 and such sums may be necessary for fiscal years 1993 through 1994. The bill permits up to 50 percent of a state's funds to be used for training needed for the credential and raises the income eligiblity level for assistance to 250 percent of the poverty line.

DEMONSTRATION PARTNERSHIP AGREEMENTS

Authorization levels provided in the bill are $10,000,000 for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994. The bill establishes a grant program for services to special populations, authorized at $10,000,000 -for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994.

COMPREHENSIVE CHILD DEVELOPMENT CENTERS

The bill increases the program's authorization to $50,000,000 and Extends it through 1994, placing the program on the same authorization cycle as the other human services programs.

COORDINATED SERVICES FOR CHILDREN, YOUTH, AND FAMILIES

The bill authorizes $84,200,000 and such sums thereafter for initiatives designed to integrate services for children and families. These initiatives include the young Americans Act, which provides grants to states to coordinate services to children and encourages greater coordination at the federal level; a national clearinghouse on family resource and support program and grants to expand such programs in local communities; the Primary Pediatric Outreach and Care Program, which funds outreach and primary health care for disadvantaged children; and demonstration grants to help pregnant women and children establish their Medicaid eligibility.

II. Background and Need for Legislation

Many of the programs included in the Human Services Reauthorization Act of 1990 (H.R. 4151, as amended), can be traced back to the War on Poverty. Although they have undergone structural and administrative changes since that time, the central principles remain the same: comprehensive services, community involvement, and the goal of self-sufficiency for low-income families.

The War on Poverty, spearheaded by the Economic Opportunity Act of 1964, was a response to the realization that millions of Americans were destitute in the midst of an affluent society. A fifth of all Americans were poor. Their children began life at a disadvantage, facing poor nutrition, a lack of health care, and poor educational opportunities. Head Start and other community action programs sought to ameliorate the disadvantages of children and parents using the concept that such assistance was best provided from within the community in which the family lived.

Moreover, Head Start broke new ground. It embodied the knowledge of leading professionals in child development and health that children at risk of failure, because of poverty and its complicating factors, may still succeed in a comprehensive program that speaks to their cognitive and social development, their health and nutrition, and the strengths and needs of their parents and families.

In the years after 1964, the original programs were expanded and new ones, such as the Follow Through program and energy assistance programs, were added. The administering office was changed from the Office of Economic Opportunity to the Community Services Administration. During this period, the face of poverty also changed. By the late 1970's, families headed by women accounted for almost half of the poverty population, compared with little more than a third in 1966. These families faced much greater barriers to self-sufficiency than two-parent families.

In 1981, another major change occurred in the human services programs with the advent of block grants for community service and energy assistance. During the last decade, programs such as the Demonstration Partnership Agreements and State Dependent Care grants were added. Families headed by women continued to face severe poverty. Where children were present, female-headed families were six times more likely to be poor in 1987 than families with a male present. Most alarming, American children, especially young children, became the group most likely to be poor. Today, almost one child in four under the age of six lives in poverty.

At the same time, however, there has been growing awareness of the need for an integrated approach to the negative effects of chronic poverty on the social, intellectual, and economic behavior of children and young people. Professionals and volunteers in child development and education, child welfare services and the courts, and health, mental health, and income support programs are recognizing that without linkage and collaboration among these systems, each is less than fully effective.

As Head Start has demonstrated strongly, assistance to children must speak also to family strengths and needs. It must be provided in a manner responsive to the complex problems that cross conventional bureaucratic boundaries of systems that touch the lives of children and young people at risk and their familes. A number of states, several foundations, and associations of professionals working in these systems are now testing methods of collaboration including multi-disciplinary children departments, joint budgeting, pooling of funds, waivers of regulations, compatible eligibility and standards, joint intake, and other approaches. This bill recognizes the value of a comprehensive and collaborative approach to assisting children and their famiies by strengthening existing comprehensive programs and testing several new approaches.

HEAD START

As Head Start completes its twenty-fifth year, it also faces its greatest challenge since its inception. The families of today's poor children face problems far greater and more complex than those in 1965. With a growing recognition that the nation may face a shortage of skilled workers in the year 2000 and that children in poverty today will form an increasing share of the workforce of the future, government and society have a larger stake than even in their healthy long-term development. Head Start was created to address the problems such children face by providing comprehesive services including education, health, nutrition, and social services. The program's approach emphasizes parental involvement, both to help parents learn more about child development, thus enabling them to enhance the child's learning, and to find their own road to self-sufficiency.

Head Start was established as a pilot program under the Economic Opportunity Act of 1964. Its creation was a convergence of the movement to fight poverty and emerging theories of child development. The program was expanded in 1966, the first year it was actually mentioned in the law, and was funded at $352 million. In 1974, responsibility for administering the program was transferred from the Office of Equal Opportunity to what is now the Administration for Children, Youth, and Families in the Office of Human Development Services of the Department of Health and Human Services.

The Human Services Reauthorization Act of 1987 (P.L. 99-425) authorized funding for Head Start through 1990. The authorization level for fiscal year 1990 was $1.405 billion, which was raised to $1.552 billion by P.L. 101-120.

Since the program's inception, more than eleven million children have benefited from its comprehensive, family-oriented approach to early childhood development. In fiscal year 1989, there were 1,284 Head Start programs, serving over 450,000 children. Thirty-eight of these programs were Parent-Child Centers which seek to provide a continuum of early childhood services from birth. In 1990, the Department estimates 548,470 children will participate in Head Start.

Head Start has built a solid record of achievement over the past 25 years. Studies have found that Head Start students are less likely to be placed in special education classes or to be retained in grade. Research on comprehensive, high-quality preschools in general supports these findings and adds data on long term effects. The Perry Preschool Project of the High/Scope Educational Research Foundation documented long-term benefits such as reduced dropout rates, involvement in crime, or reliance on welfare.

A more personal view of the program's effects was offered in testimony before the Subcommittee on Children, Family, Drugs, and Alcoholism on March 1, 1990, by Stephen Juan King, who participated in one of the early Head Start programs. Mr. King currently is completing doctoral work at the University of Florida. He offered an insight into why Head Start is so successful in drawing family participation, when they might be reluctant to turn to other programs. "I cannot recall any time feeling stigmatized as a Head Start student either at that time or later, as I entered elementary school and continued on. Actually, it was a little bit surprising to think about it as a poverty program when I was approached to make this testimony."

Stephen Davis, an early Head Start graduate who testified before the Senate Committee on Labor and Human Resources on April 17, 1990, had a similar view. "As a four-year-old boy growing up in public housing 25 years ago, I did not realize that I was participating in a program that would go on to become a model for social service and education programs nationwide. . . . I did not realize then that my friends and I were being targeted because of our parents' low income level," Davis told the Committee. He is currently employed as director of the Cambridge, Massachusetts, Housing Authority's unemployment prevention program.

Parents of Head Start students clearly have benefited as well, although no systematic study on this subject has ever been done. One-third of Head Start staff are or have been Head Start parents. Many of them provide anecdotal evidence of how the program and its staff gave them the self-esteem and support they needed to make something of their own lives. Testifying before the Subcommittee on Children, Family, Drugs, and Alcoholism on March 1, 1990, Eugenia Boggus, now the President of the National Head Start Association, recounted how her close relationship with her child's Head Start teacher gave her the confidence to get involved with the program as well as to work toward and receive a degree in child development. Doreen Lopes, a former Head Start parent and former welfare recipient, testified before the Senate Committee on Labor and Human Resources on April 17, 1990, that because of Head Start, she received her high school diploma and associate's degree from Wheelock College, despite having learning difficulties.

Two challenges face the Head Start program as it enters the 1990's. The first is how to reach more of the children who need its services. The second is how to maintain and enhance the quality of the program.

Head Start currently reaches only one-fifth of eligible three, four, and five-year old children. But there is strong support from the business community and educators for enabling Head Start to serve more eligible children. The Committee for Economic Development (CED), an organization of leading business executives and educators, has called for full funding of Head Start, noting in its report *Children in Need* the importance of ensuring quality at the same time. Representing CED, Frank Doyle, Senior Vice President of General Electric, testified before the Subcommittee on Children, Family, Drugs, and Alcoholism on March 1, 1990. He stated that quality early childhood education was "an issue of productivity and profitability in a rapidly changing competitive world."

The testimony received by the Committee on Labor and Human Resources and the Subcommittee on Children, Family, Drugs, and Alcoholism points overwhelmingly to the need to provide special funds to ensure that Head Start's quality is maintained and enhanced. Moreover, the witnesses noted repeatedly that the program's effectiveness will be threatened if program expansion is emphasized over quality services:

> Head Start is effective only when quality is high, when every individual local program meets the standards and criteria set forth by the national Head Start Act. There is a direct correlation between the quality of a Head Start program and its long-term effects: it is safe to conclude that the better the program, the more pronounced and lasting its positive effects on children and their families. Below a certain threshold of quality, the program is useless, a waste of money regardless of how many children are enrolled.—Edward Zigler, Sterling Professor of Psychology, Yale University.
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> Probably the most important lesson that we can learn from looking . . . at what has worked is that we have to pay a lot of attention not just to the numbers of children and families who are served, but to the content and quality of the services that are offered to them.—Lisbeth Schorr, author of *Within Our Reach: Breaking the Cycle of Disadvantage*.
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> If we have to water down services to enroll more children, we will have accomplished nothing. Quality in the programs must be maintained. Quality cannot be sacrificed for quantity. Expansion cannot be at the expense of quality programs. All Head Start enrollees and their families must have the complete Head Start experience if it is to be effective.—Sister Barbara McMichael, Director, Providence Head Start, Providence, Rhode Island.
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> It is imperative that as Head Start is reauthorized and additional money appropriated, as much emphasis is paid to raising quality as to broadening access.—Frank Doyle, Senior Vice President, General Electric Corporation.

The concerns about quality are triggered by the decline in per pupil expenditures, which dropped 13 percent between 1981 and 1989. Frances Collins, Director of Cambridge Head Start and Chairperson of the Massachusetts Head Start Association, noted in testimony before the Committee on Labor and Human Resources on April 17, 1990, that many Head Start programs have been forced to increase class size and shorten program hours in order to reduce costs. The Committee on Labor and Human Resources also heard testimony regarding rising non-personnel costs in region I Head Start programs. Janis Santos, Executive Director of Holyoke/Chicopee Head Start in Massachusetts, testified that increasingly, landlords are demanding rents equivalent to the commercial rate. Even schools and churches, traditional sponsors of low-cost facilities, have increased rents in recent years. In Holyoke/Chicopee, liability insurance has increased by 50 percent and medical insurance for staff has increased by 50 percent as well. Utilities, telephone, heat, and electricity have increased by as much as 20 percent. One Head Start program reports that over the past five years, a 12.4 percent increase in federal funds have been far outweighed by a 46 percent increase in non-personnel costs during the same period.

In its report, *Head Start: The Nation's Pride, A Nation's Challenge*, the Head Start Silver Ribbon Panel catalogued the problems Head Start programs are facing:

—Shortages of affordable and appropriate facilities: Public schools have taken back space given or rented to Head Start programs, many landlords are no longer willing to donate space, and increased rents are forcing Head Start programs to vacate space in which they may have made substantial improvements. Some current facilities are inadequate to serve young children, but resources for renovations often are not available.

—Inadequate transportation: As a result of cutbacks in transportation systems, some grantees have narrowed the geographic area they serve or serve different types of families, decreasing the ability to serve rural families or provide home-based services. Parents find lack of transportation is a disincentive to parent involvement and a barrier to obtaining needed services.

—Staff shortages in critical areas: Many Head Start programs are finding that they need to provide expanded family support in order to encourage parental involvement and meet multiple family needs. However, many programs have been forced to eliminate or combine positions to reduce costs.

Low staff salaries comprise one of the main threats to program quality. Department of Health and Human Services data show that 47 percent of Head Start teachers earn less than $10,000 a year. Low salary levels make attracting and retaining qualified staff difficult. Early childhood development specialists note that resulting staff turnover is particularly harmful to young children, who need stability to thrive.

Studies have shown that staff training in early childhood development is a critical factor in determining a program's quality. However, some Head Start program's lack the resources to encourage their staff to obtain more training and work toward credentials such as the Child Development Associate or a post-secondary degree. The Silver Ribbon Panel's report noted that Head Start funds have not kept up with expansion. Head Start will spend $30.6 million on training and technical assistance in fiscal year 1990. However, as a percentage of total budget, this represents a decrease since 1974.

Witnesses consistently noted in their Committee testimony that at the same time that resources per child have shrunk, the problems of children and families participating in the program have become more complex. Young children are more likely to be poor than any other age group. Half of these children live in areas of concentrated poverty, which generally are characterized by a host of other social problems. In testimony before the Committee on Labor and Human Resources, Dr. Joyce Brothers noted the increase in family fragmentation, the rise in divorce, and the increase in homelessness among families that can reduce the amount of "ordinary care and concern and time spent on the child". Parental substance abuse places children at risk for physical, emotional, and psychological harm. The Head Start program also is likely to see many children who were exposed to drugs or alcohol before birth. Moreover, in some areas, many children in Head Start programs are exposed to chronic violence in their communities.

A November, 1989, study by the HHS Office of Inspector General, *Dysfunctional Families in the Head Start Program,* found that working with dysfunctional families—those with problems such as substance abuse, poor parenting skills, abusive or violent behavior toward children or other household members, and inadequate housing—requires extra staff time and leads to staff stress and burnout. Although the report found that Head Start works well for children from such families, inadequate resources have limited Head Start grantees' ability to serve them.

Testimony and available data confirm that Head Start programs lack the staff resources to give these multiproblem families the intensive attention required to secure comprehensive social services for them. Seventy-one percent of Head Start programs nationwide have a social services coordinator caseload of 61 to 1. This is far above the recommendation of a recent Department of Health and Human Services taskforce for a caseload of 35 to 1. Seventeen percent of all Head Start programs lack a full-time social service coordinator; 12 percent lack a full-time health coordinator; and 18 percent lack a full-time parent coordinator.

Based on Head Start's proven track record, the large population of eligible children who are unserved, and the need to halt erosion of program quality, the reauthorization legislation emphasizes several key elements. First, it authorizes sufficient funding to serve all eligible children. Second, and equally important, it creates a set-aside of funds for program quality improvements, including increased staff salaries. While the increased funding for quality will increase the cost per child, the Committee has determined that without these additional resources, Head Start programs across the country will find it increasingly difficult to provide high quality services to the nation's disadvantaged children. With the increase, the Committee is confident that Head Start will enjoy continued recognition as the federal government's flagship program in the war on poverty.

THE TRANSITION FROM HEAD START TO SCHOOL

Although Head Start has succeeded in achieving parental involvement and in addressing the cognitive, health, mental health, nutrition, social services, and educational needs of at-risk children, all too often, elementary schools have neglected the non-educational needs of students and their families. As with all points of transition in a child's life, the child's movement from Head Start to kindergarten is critical. It is at this point that experts believe some of the gains of Head Start begin to erode as the child—and parent—moves from a supportive environment that addresses the needs of the whole child to a new setting where non-educational and family needs are often neglected.

This transition point is the focus of the Head Start Transition Project Act of 1990, which has been included in the reauthorization legislation. Numerous reports and studies indicate that several elements that are critical to continuing the benefits of Head Start into the elementary grades. First, it is essential that supportive services, such as health, mental health, and social services, continue to be provided. Second, the school must foster strong parental involvement that encourages and enables low-income parents to be advocates and teachers for their children. Third, there should be continuity of the educational program, which can be achieved by ensuring that both the Head Start program and elementary school use developmentally appropriate curricula. Finally, a strong line of communication must be maintained between the Head Start program and public school.

The Transition Project builds on these principles. The legislation would authorize the Administration on Children, Youth, and Families to make grants to Head Start agencies or local educational agencies working in partnership with one another. The program sponsor would employ a team of family services coordinators who would be charged with facilitating communication among low-income families and schools, helping these families obtain services, and ensuring that there is developmental continuity between the early childhood and elementary school programs. Local applications would be jointly developed by the Head Start and local educational agencies, after consultation with community agencies that provide supportive services. Twenty million dollars would be authorized to provide at least one demonstration program in each state. An evaluation of the program would be completed by September 30, 1993.

This program model is based on recommendations by educators and other experts in the field of child development. In a 1988 report entitled *Right from the Start*, the National Association of State Boards of Education's panel of child development experts recognized that there is a "lack of planning and collaboration to ensure a smooth transition for children between early childhood programs in the community and programs in the schools." As a remedy, the report encouraged collaborative planning, ongoing communication, and use of a developmentally appropriate "curriculum and classroom environment that responds to learning patterns of children within a given age range, to individual differences among children, and to cultural and linguistic diversity among children." *Right from the Start* advocates that elementary schools adopt "features from high quality programs for young children, such as active parental involvement, family support services, and comprehensive services for children."

The Committee for Economic Development (CED) goes even further. In their 1987 report *Children in Need*, CED suggested that "schools serving disadvantaged students . . . undergo fundamental restructuring" so schools and their communities could "reach beyond traditional boundaries of education in order to provide the comprehensive services and sustained effort needed by disadvantaged children and youths."

A recently released interim report by the High/Scope Educational Research Foundation, *A Follow-up Study of Head Start's Role in the Lives of Children and Families*, found that in many cases even modest efforts at program continuity were lacking. For example, Head Start records were usually not included in the permanent school records of children studied, and nearly all of the first- and fourth-grade teachers interviewed for the study were unaware of their students' Head Start experience. The study recommended increased communication between Head Start and public school teachers, including communication regarding curriculum planning, parent involvement, and transition to school. The study also found that parents of former Head Start children had fewer opportunities to participate in school than in Head Start, and that elementary school teachers regarded this lack of involvement as lack of interest on the part of parents, rather than failure of the schools to reach out to families. Clearly schools could benefit by use of the Head Start parent involvement model.

In testimony before the Committee on Labor and Human Resources on April 17, 1990, Dr. Edward Zigler, Sterling Professor of Psychology at Yale University, who has had a long involvement with the Head Start program stated that "it is high time for the public schools to learn the major lessons of Head Start: (1) that services to poor children must go beyond the purely educational and (2) that any program for the child must involve the entire family." Dr. Zigler strongly supported school's adoption of the "Head Start mentality," including parent involvement, offering health and social services to the family, and using a developmentally appropriate curriculum geared to the whole child.

Because of the strong and widespread support for the Transition Project, the Committee anticipates that the demonstration will prove successful as a way to promote continued physical, social, emotional, and intellectual development of Head Start graduates through the elementary school years.

LOW-INCOME HOME ENERGY ASSISTANCE PROGRAM

Energy costs account for a sizeable portion of living expenses for poor families. To help meet rising costs, the Low-Income Home Energy Assistance Program (LIHEAP) was established in 1980 under the Home Energy Assistance Act, part of the Crude Oil Windfall Profit Tax Act of 1980 (P.L. 96-223). Funding for fiscal year 1980 was $1.6 billion, a response to rapidly increasing heating oil prices. LIHEAP grew out of several one-year programs established from 1977 to 1979 to deal primarily with energy-related emergencies. However, authority for low-income energy assistance can be traced back even further, to the Economic Opportunity Act amendments of 1974.

LIHEAP was reauthorized as a block grant in the Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35), but the basic design and intent of the program remained essentially the same. States were given more flexibility in fulfilling the program's purpose of helping low-income households meet their home heating and cooling costs. In addition to providing heating and cooling assistance, states had to reserve a reasonable amount of their allotment for energy crisis intervention and could use up to 15 percent of their LIHEAP allotment for LIHEAP for weatherization services and energy-related home repairs. States were given the authority to transfer up to 10 percent of LIHEAP funds to other programs, such as the Community Services and Social Services Block Grants.

A continuing increase in the price of natural gas combined with severe winter weather kept LIHEAP funding at or above its authorized level. LIHEAP authorizations were set at $1.875 billion for each of the fiscal years 1982 through 1984. Appropriations for those years were $1.875 billion in fiscal year 1982, $1.975 billion in 1983, and $2.075 billion in 1984.

The Human Services Reauthorization Act of 1984 (P.L. 98-588) reauthorized the LIHEAP program for fiscal years 1985 and 1986. Effective fiscal year 1986, the Act prohibited states from establishing income eligibility criteria that are less than 110 percent of the poverty level and treating categorically eligible and income eligible households differently. The Act authorized the program at $2.140 billion in fiscal year 1985 and $2.2 billion in fiscal year 1986. The program received appropriations of $2.1 billion for both of those years, although fiscal year 1986 funding was reduced to $2.01 billion following a sequestration.

Following its reauthorization in 1986, however, program funding began to decline, shrinking to 65 percent of its former size. The Human Services Reauthorization Act of 1986 (P.L. 99-425) provided authorizations of $2.050 billion in fiscal year 1987, $2.132 billion in fiscal year 1988, $2.218 billion in fiscal year 1989, and $2.307 billion in fiscal year 1990. Among other things, the Act added language to the statute to encourage states to use community-based organizations, such as Community Action Agencies or senior citizen agencies, to administer the energy crisis intervention program. The program received appropriations for fiscal years 1987, 1988, and 1989 of $1.825 billion, $1.535 billion, and $1.385 billion, respectively. In fiscal year 1990, the program received $1.393 billion. A supplemental appropriation added $50 million.

As funding declined, so did the number of households served, from 6.8 million in 1987 to 5.9 million in 1989. This decrease meant 2.7 million people were dropped from the program over a three-year period. The program now serves only 25 to 35 percent of eligible households. States reported during this period that, in addition to limiting the number of households served, they cut benefits. The average benefit decreased by almost 13 percent from 1986 to 1989.

LIHEAP recipients are among the poorest in America. Almost three-fifths of LIHEAP households have an annual income of less than $6,000. They can ill afford higher energy costs. Yet, the percentage of income paid by the poor for utility bills has risen to about 14 percent, almost 4 times the percentage paid by other households. LIHEAP benefits, while critical, cover a small portion of low-income households' energy costs, less than 30 percent in the vast majority of states.

Energy bills cannot be viewed in isolation, since they are a significant component of housing costs. People whose utilities are disconnected because they cannot pay their bills face risks, such as frozen plumbing, fire, or eviction, that can lead to homelessness. Rent and utilities together add up to 58 percent of the entire income of the average LIHEAP recipient. Testifying before the Subcommittee on Children, Family, Drugs, and Alcoholism on March 29, 1990, Mr. Carlos Dominguez described the precarious relationship between energy costs and housing in the trailer he and his family occupied:

> Because there was no money I could not pay for my monthly utilities. The condition of the trailer added to this problem. No insulation, poor fitting windows and doors and no outside trailer skirting allowed large amounts of cold air to infiltrate the trailer which drove up the heating

> bills. One day it was so cold inside that all our plants froze, in addition to having the water freeze. Most of the trailers in this mobile home lot are in the same condition. If we had not been eligible for fuel assistance our utilities could have been shut off since I was getting further and further behind on utility payments.

Mr. Dominguez and his family ultimately were evicted when they were unable to pay utilities or rent.

Witnesses before the Subcommittee strongly supported increased funding for LIHEAP. Mr. Ernest Karkut, Vice President of Southern Connecticut Natural Gas Company, testified on behalf of the American Gas Association:

> A.G.A. supports a LIHEAP program that is adequately funded. Most studies on the low-income energy program indicate that past LIHEAP funding levels, including the highest annual appropriations of $2.1 billion in FY 1985 and $2.0 billion in FY 1986, have fallen significantly short of the need for fuel assistance. ideally, LIHEAP funding should be sufficient to ensure that low-income families have a reasonable opportunity to meet their energy bills.

Mrs. Ethel Peacock summed up the desperation and, ultimately, the tragedy of a poor family, unable to pay utility bills, resorting to makeshift, unsafe means to keep warm. Three of Mrs. Peacock's children died in a fire caused by an overloaded space heater cord. Mrs. Peacock had never heard of LIHEAP:

> Congress needs to keep on funding this Energy Assistance program. But if you want to give families the kind of help they need, you must be prepared to put money into Energy Assistance. My children should not have to live without heat, lights, and water. We shouldn't be forced to live in a homeless shelter because we can't afford to pay rent and utilities. My three little boys did not deserve to die.

One of the problems mentioned in Mrs. Peacock's tragic story, a lack of knowledge about the program, also was cited by other witnesses before the Subcommittee. Ms. Helen Gonzales, Staff Attorney with the National Consumer Law Center, noted that "one reason more households are not being served is because they don't know about the program or because they don't have reasonable access to it." While reduction in outreach efforts may be the result of inadequate funding, it also can give one group greater access to the program than other groups when funding becomes available. Ms. Gonzales testified that:

> The lack of access to the program may be particularly acute in states where only one state office operates the program. If that state office is a welfare office it may especially pose an obstacle for the elderly and the working poor who prefer not to deal with such offices, leaving those households with no viable alternative for accessing the program.

Finally, several witnesses noted the contributions of the private sector and the need for more cooperation and coordination between the state and local agencies and private utilities. Dr. Meg Power described the use of "leveraging" to stretch energy resources, using techniques such as discounts from vendors, product rebate plans, and waivers of reconnect fees. Mr. Kleeman testified that much more needs to be done to improve coordination with utility companies and fuel vendors:

> While some of the utilities do provide limited financial assistance and most of the utilities do refer clients to us, we believe they could and should do more. The Federal government receives the best prices on everything they buy in bulk; food, supplies, equipment, etc. I believe it should be Federal policy that the LIHEAP client also receives the most favorable treatment.

FOLLOW THROUGH

Follow Through was one of the special programs authorized in Title II of the Economic Opportunity Act in 1967 to improve services to disadvantaged elementary school children. As first proposed by President Johnson in 1967, Follow Through was intended to become a direct service program providing comprehensive services as Head Start does. Over the years, the Follow Through authorization has retained this focus, requiring grantees to "provide such comprehensive educational, health, nutritional, social and other services as will aid in the continued development of children . . . to their full potential. Such projects shall provide for the direct participation of the parents of such children in the development, conduct, and overall direction of the program at the local level."

However, restricted funding and differing views on the basic purpose of the program have kept Follow Through from achieving its full potential. In initial reauthorizations, Congress indicated that Follow Through was expected to grow along with Head Start as a direct service program. Funding for such growth was inadequate, however. In contrast, successive administrations viewed Follow Through primarily as a demonstration program to develop, test, and disseminate information about program effectiveness.

As a result, Follow Through currently serves only about 12,500 children in a relatively small number of demonstration classrooms. These programs are designed to serve all low-income children with previous preschool experience in full-day, regular classroom settings.

More than two-thirds of Follow Through projects have been evaluated as exemplary and effective by the Department of Education's Joint Dissemination Review Panel. Separate studies also have found both significant achievement gains and parental involvement in Follow Through programs. But the small size of the program has limited its influence. Restricted funding has limited the development of the noncurricular services that are intended to be an intergral part of Follow Through. The legislation extends and expands the authorization of Follow Through and associates it with a major source of direct funding, Chapter 1, which could be used to continue a successful program after a school's Follow Through funding has expired. The Committee anticipates that with adequate funding, Follow Through may more fully realize its statutory charge of providing both curriculum and social services, with significant parental involvement, to disadvantaged children in kindergarten through grade three.

STATE DEPENDENT CARE DEVELOPMENT GRANTS ACT

The State Dependent Care Development Grants Act was enacted in 1984. Its purpose has been to provide funds to states to establish before and after school care as well as resource and referral services to provide information concerning the availability, types, cost, and location of dependent care services for young people, the elderly, and the developmentally disabled. The funds are distributed to each state based on population. States must allocate 60 percent of their funds for before and after school care and 40 percent for resource and referral services. The grants have an authorization of $20 million and received an appropriation of $13 million in fiscal year 1990.

"Latch-key children," or school-age children who are left at home after school, are a continuing concern. The Census Bureau estimated that, in 1988, over 2 million latch-key children spent some part of the day alone while their parent(s) worked. Fifty-one percent of teachers responding to a Harris poll cited children's being left alone as the most critical factor undermining their school performance. Children left unsupervised during afterschool hours are reported to be at greater risk for teen pregnancies as well as alcohol and drug abuse.

Studies have also shown that after school programs can improve children's social and educational skills. In testimony this year before the Subcommittee on Human Resources of the House Committee on Education and Labor, a representative of the Wellesley College School-Age Project noted that in many communities the State Dependent Care Development Grants Act was the only source of funding to establish before and after school child care programs.

As the need for child care in general has expanded, many parents have found it difficult to identify and locate the child care options open to them. Resource and referral agencies originated as a community response to this problem. These agencies collect information on child care providers in the community, directing parents to the providers and offering consumer education on different child care options and how to select a provider. This service is most important for parents seeking family day care, as these providers usually do not advertise and are more difficult to locate.

Resource and referral agencies have expanded in their geographic coverage as well as the scope of their activities. For example, activities have included recruiting new providers, forming networks of family day care providers, seeking funding to meet gaps in community services, and providing training and technical assistance to child care staff.

Fifteen states now have statewide resource and referral networks. All but two states have resource and referral services available in some part of the state. State Dependent Care Development

Grant funds have helped stimulate the rapid spread of this critical link in community child care services in the last five years. Many resource and referral programs, however, still must struggle to find funds for continued operation once they have moved beyond the initial startup costs.

COMMUNITY SERVICES BLOCK GRANT

Although the Community Services Block Grant (CSBG) was established through the Omnibus Reconciliation Act of 1980, its roots go much deeper. The Office of Economic Opportunity, and later the Community Services Administration, operated the Community Action Program, which gave seed grants to local Community Action Agencies to provide services broadly targeted on the causes of poverty. The governing boards of the Community Action Agencies were members of the community, including low-income individuals. The Community Services Administration also funded several small special purpose programs, including community economic development, community food and nutrition, and national youth sports.

In 1981, the Community Services Administration was abolished and the CSBG program created. The overall purpose, a broad anti-poverty program, and the community-based character of the program were retained, however.

A major change was the administration of the CSBG by the states. The states distribute the funds to local Community Action Agencies and other agencies designated as eligible entities. Seventy-three percent of local CSBG agencies are Community Action Agencies. The rest are units of local government, migrant and seasonal farmworker organizations, Indian tribes, and limited purpose agencies. These agencies operate programs that address the problems created by poverty and provide advocacy services for the poor. Typically, these local agencies also administer a wide variety of federal, state, and local programs as well as initiatives in partnership with the local private sector.

Programs receiving CSBG funds include uniquely successful public-private partnerships, as demonstrated by the fact that CSBG funds constitute a small proportion of total funding available to the local agency system. These include coordination and integration of services both on a case by case and a community-wide basis; raising new funds, goods, and services for the poor, including mobilizing millions of volunteer hours; providing direct services not available under any other programs; and identifying local needs and creating programmatic responses appropriate to the community circumstances. Testimony before the Subcommittee on Children, Family, Drugs, and Alcoholism on May 1, 1990, provided examples of effective initiatives in each of the categories outlined above.

—Total Action Against Poverty, a Community Action Agency in Roanoke, Virginia, developed the Comprehensive Health Investment Project that, in 1990, will bring comprehensive health care to over 1,000 children in the offices of private pediatricians with care coordination by the local Health Department.

—The People's Regional Opportunity Network in Portland, Maine, supported a substance abuse prevention program, Teen Peer Leaders, in housing projects to develop healthy leadership skills, employment opportunities, and positive role modeling.

—The Salt Lake City, Utah, Community Action Agency operates a project to meet the housing needs of the poor, providing assistance such as mortgage foreclosure intervention, mortgage counseling, housing location, a Landlord Contribution Program, and the payment of a mortgage or rent payment to prevent eviction.

Local agencies administering the CSBG program have been very successful at using their funds to leverage support from other sources. Reports from the states show each federal dollar of local CSBG grants is matched by approximately $1.35 in local and private funding.

The flexibility of Community Action Agencies to address multiple needs as well as their roots in the community make them a source of assistance when families cannot or will not turn to public assistance programs. In testimony before the Subcommittee, Donald Lowe, a Kansas farmer, said,

> I'm a proud person who does not want anything to do with welfare of any kind. But Community Action Agencies, like the Southeast Kansas Community Action Program are different. It's different because SEK-CAP could design locally something like the Linn County Food Growers Coop, which was the *only place* I could turn to when I needed help feeding and clothing my children while we were struggling not to lose our farm.

Nadine Dowdell, who lives in Indiana, echoed this view:

> The low-income need a hand-up, not a hand out and Community Action provides that hand up. They offer their hand with a feeling of mutual respect and sincere desire to help people get on their feet. . . . Community Action is not a welfare system, it is a grassroots effort to restore family independence. I feel good about myself and my family's future. I think part of that is due to my friends at Community Action.

Other witnesses told the Subcommittee that the importance of CSBG funds to maintaining the comprehensive, community-based approach so vital to providing effective services could not be underestimated.

> All targeted programs stress a comprehensive approach in the assessment and delivery of services and an emphasis on self-help and self-sufficiency. . . . The flexibility and availability of CSBG support is vital to the effective continuance of these program efforts.—Grant Lee, Executive Director, People's Regional Opportunity Network, Portland, Maine.
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> Failure to reauthorize the CSBG would have a devastating impact on CAA's and the communities they serve. Not only would services be eliminated, but the concept of communities "in" action would be lost. Low-income persons

would lose the ability to impact the design, implementation and evaluation of the programs that are set up to assist them.—Charles Smallwood, Director, Office of Community Services, State of Maryland.

The CSBG funds are essential to support the local CAA's as they bring together other federal and state programs that have limited or no administrative money. In most cases, the funding requires prior planning and grant application.—Ann Kagie, Director, Utah State Community Services Office.

COMMUNITY FOOD AND NUTRITION

The Community Food and Nutrition Program (CFNP) was created in 1974 to help counteract conditions of hunger and malnutrition among the nation's low income population. These conditions had been well documented by a team of doctors from the Field Foundation in 1967. A more specific purpose of CFNP was to provide temporary relief to the hungry and malnourished in emergency situations pending other federal relief or longer term solutions to the problem of hunger. CFNP was the successor to the Emergency Food and Medical Services Program which was added to the Economic Opportunity Act in 1967. CFNP appropriations were $26.2 million for fiscal year 1976, peaking at $30 million in 1979.

In 1981, the Omnibus Budget Reconciliation Act terminated the program, but Congress authorized a new CFNP grant program in 1984. An authorization level of $2.5 million was established for fiscal years 1985 and 1986, but no funds were appropriated. The Human Services Act of 1986 reauthorized CFNP for four years at $3 million, and Congress has appropriated $2.4 million annually.

CFNP has been quite successful at stimulating participation by local agencies in federal food assistance programs and coordinating antihunger efforts in communities. In a 1989 letter to Senator Robert Byrd, Chairman of the Senate Committee on Appropriations, Secretary of Health and Human Services Lewis Sullivan listed some of the program's accomplishments, noting that the total benefits were too numerous to be included in the letter:

—Approximately 500,000 low-income persons were served, 25% of whom were children and elderly individuals;
—over 300,000 pounds of food was donated to the projects;
—more than $6,000,000 was mobilized from other public and private sources; and
—publications on food and nutrition were developed by a majority of grantees to improve outreach and the delivery of food.

Unfortunate, hunger continues to be a national problem, particularly among low-income children. There are more than 12 million children living in poverty, and one national study estimates that there are two to five million children hungry at any given point in time. As many as eight to nine million children are hungry or at risk of hunger. The implications for children who are hungry are farreaching. For example, in testimony before the Subcommittee on Children, Family, Drugs, and Alcoholism on May 1, 1990, Matthew Melmed, Executive Director of the Connecticut Association of Human Services, noted that studies have shown that hungry children are much more likely to experience "specific health problems, such as ear infections, dizziness, colds and unwanted weight loss, during a six month period as children from 'adequate' households."

While CFNP has had great success in identifying potential sponsors of child nutrition programs, many children remained unserved. Mr. Melmed commented,

> As a nation, we have a lot of work to do! The ever popular and successful WIC program still only serves approximately 4.4 million of the 7.4 million potentially eligible population. The School Breakfast Program is still only available to 4 million of the 24 million children who participate in School Lunch. Participation rates of low income children in the Child and Adult Day Care and Summer Food Programs are particularly low.

CHILD DEVELOPMENT SCHOLARSHIP ASSISTANCE

The Child Development Associate Scholarship Act was enacted in 1986 as part of the Human Services Reauthorization Act of 1986 (P.L. 99-425). The scholarships assist low-income individuals in paying for the cost of application and assessment to receive the Child Development Associate (CDA) credential. Currently, assistance is provided to individuals whose income is less than 150 percent of the federal poverty line. Nearly 12,000 scholarships have been awarded over the past three years.

The CDA credential originated in 1975, a result of the movement to improve the quality of early childhood education by assuring that programs were staffed with people qualified for the job. The requirements for the credential were a collaboration between federal officials and early childhood educators. They created a system to train, assess, and recognize the competence of child care staff that has grown into a national network for stimulating professional development among people who work with young children. More than 23,000 CDA credentials have been awarded. Forty-two states and the District of Columbia have incorporated the credential into their licensing regulations as an option for child care staff qualifications. Persons with the CDA credentials are employed in a variety of early childhood settings, including Head Start, child care centers, family day care, church-based day care, facilities for Indian and migrant children, and parent cooperatives.

DEMONSTRATION PARTNERSHIP AGREEMENTS ADDRESSING THE NEEDS OF THE POOR

The Demonstration Partnership Agreements were enacted as part of the Human Services Reauthorization Act of 1986. The legislation reflected concern in the Congress that eligible entities under the Community Services Block Grant Act did not have the resources to be able to develop new approaches and techniques for alleviating the particularly critical needs or problems of the poor. Accordingly, the Secretary of Health and Human Services was given the authority to make a limited number of grants to support development of new and innovative approaches. Grants can be made which (1) propose new activities that are closely coordinated with on-going programs; (2) involve partnership agreements with non-profit organizations, public agencies, or private interests to produce significant new combinations of resources or new and innovative approaches to ameliorating causes of poverty; or (3) are structured so that the purposes of the CSBG Act will be promoted more effectively. The program was authorized at $10 million for fiscal year 1987 through 1989. The program authorization was extended through 1990 with an authorization of $5 million. The program received $3.5 million in appropriations for fiscal year 1990.

An area that is increasingly recognized as a critical poverty issue concerns a cluster of problems faced disproportionately by minority males. Males between the ages of 18 and 24 comprise a much larger proportion of minority populations than of the non-minority population. Young black and Hispanic males are more likely to live in poverty and have median earnings that are significantly less than those of whites. The unemployment rate for minority males is several times that of white males, and their participation in the labor force is much lower. On the whole, minorities have significantly lower educational levels than whites. While only 22 percent of the white population lack a high school diploma, 36 percent of blacks and 48 percent of Hispanics lack this credential. Violence is becoming increasingly prevalent in the lives of these youth. One in ten blacks will die from homicide versus one in 80 whites. For black males ages 18 to 25, homicide is the leading cause of death. Minorities, and especially blacks, are disproportionately involved in the criminal justice system. Twenty-five percent of blacks between ages 20 and 24 are incarcerated, on probation, and/or on parole.

Despite the severity and complexity of the problems facing minority males, there has been no focused federal response. Many programs such as the youth opportunity programs and CETA that once served large numbers of minority males are no longer in existence. The programs that replaced them are considerably smaller in scope and lack the necessary resources to adequately address the needs of this population. Current initiatives such as employment-related activities under welfare reform are important, but are targeted to women. Programs such as the Job Training Partnership Act have the potential to serve minority males, but have not, due to a lack of resources.

III. History of Legislation

LEGISLATIVE ACTION IN THE 101ST CONGRESS

On March 1, 1990, Senator Christopher J. Dodd introduced S. 2229, the Head Start Expansion and Quality Improvement Act of 1990, a bill to reauthorize the Head Start program for fiscal years 1991-1994, and to fully fund Head Start to serve all eligible children by 1994. The bill also sets aside a total of 12 percent of the amount appropriated in each fiscal year for quality improvement to be used for training and technical assistance and for compensation and other quality enhancing activities. Several other bills were introduced on related programs. On January 15, 1989, Senator Donald Riegle introduced S. 268 and on June 28, 1990, introduced S. 2811, both of which would allow State Dependent Care Development Grant funds to be used for operating costs. On Marcy 29, 1990, Senator Edward M. Kennedy introduced S. 2363, which would establish Head Start Transition Projects for elementary school children. On June 14, 1990, Senator Paul Simon intoduced S. 2736, a bill to reauthorize and amend the Follow Through program.

Hearings were conducted by the Subcommittee on Children, Family, Drugs, and Alcoholism of the Committee on Labor and Human Resources on the Head Start Reauthorization March 1, 1990, the Low Income Home Energy Assistance Program on March 29, 1990, and the Community Services Block Grant program on May 1, 1990. A field hearing on Head Start and related programs was conducted by the Committee on Labor and Human Resources in Boston, Massachusetts, on April 17, 1990.

On June 27, 1990, the Committee on Labor and Human Resources ordered reported H.R. 4151, the Human Services Reauthorization Act of 1990, as amended. During Committee action, H.R. 4151 was amended by an amendment in the nature of a substitute, which incorporated provisions from S. 2229, S. 2363, and S. 2736. The Committee approved the amendment in the nature of a substitute by voice vote. H.R. 4151, as amended, was approved by the Committee by a unanimous roll call vote of 16–0.

HEARINGS

The Subcommittee on Children, Family, Drugs, and Alcoholism held three public hearings on programs included in the Human Services Reauthorization Act of 1990. The Committee on Labor and Human Resources held one regional hearing.

The Subcommittee on Children, Family, Drugs, and Alcoholism held a hearing on the Head Start Reauthorization on March 1, 1990. The following individuals provided testimony:

Dr. Wade F. Horn, Ph.D., Commissioner, Administration for Children, Youth and Families, Office of Human Development Services, Department of Health and Human Services;

Sister Barbara McMichael, director, Providence Head Start, Providence, RI;

Frank Doyle, senior vice president, General Electric, Fairfield, CT, representing the Committee for Economic Development;

Lisbeth Shorr, lecturer in social medicine, Howard University, Washington, DC;

Eugenia Boggus, president, National Head Start Association, Pittsburg, PA;

Darlene Wise, Head Start parent, Linn Grove, IA;

Lula Malone, Head Start parent, South Bend, IN;

Stephen Juan King, former Head Start student, Gainsville, FL.

The Subcommittee on Children, Family, Drugs, and Alcoholism held a hearing on the Low-Income Home Energy Assistance Program Reauthorization on March 29, 1990. The following individuals provided testimony:

The Honorable John Heinz, United States Senator from Pennsylvania;

James Douglas, Heavyweight Champion of the World, Columbus, Ohio;

Carlos Dominguez, LIHEAP participant, Washington, IA;

Ruth Kavanagh, Warwick, LIHEAP participant, Warwick, Rhode Island;

Ruth Scarborough, Chairperson, Washingtron State Legislative Committee, American Association of Retired Persons:

Ethel Peacock, LIHEAP participant, Philadelphia, PA., accompanied by Rev. Paul Lee;

Meg Power, Ph.D., Legislative Representative, National Community Action Foundation, Washington, DC;

Helen Gonzales, Staff Attorney, National Consumer Law Center, Washington, DC;

Susan Merrow-Kehoe, Director, Office of Fuel Assistance, Massachusetts Executive Office of Communities and Development, Boston, MA;

Larry K. Kleeman, Executive Director, Lincoln Hill Development Corporation, Tell City, Indiana.

The Committee on Labor and Human Resources held a regional hearing in Boston, Massachusetts, on the Head Start and related programs on April 17, 1990. The following individuals provided testimony:

Dr. Joyce Brothers, Psychologist, Fort Lee, NJ;

Dr. Edward Zigler, Sterling Professor of Psychology, Yale University, New Haven, CT;

Frances Collins, Chairperson, Massachusetts Head Start Directors Association, Cambridge, MA;

Doreen Lopes, Head Start parent, East Cambridge, MA;

Stephen Davis, former Head Start student, Cambridge, MA;

James Houlares, Director, Head Start Studies, High/Scope Educational Research Foundation, Ypsilanti, MI;

Dr. Steven Parker, Md., Assistant Professor of Pediatrics, Boston, MA;

Marie Galvin, Director, ABCD Head Start, Boston, MA;

Dr. Robert Fox, Superintendent of Schools, Hanover Public Schools, Honover, MA;

Carol Peppin, Family Services Specialist, Brockton Self-Help Head Start, Brockton, MA;

Edmund Mahoney, Executive Director, Massachusetts Middle Level School Administrators Association, East Arlington, MA;

Janis Santos, Executive Director, Holyoke/Chicopee Head Start, Holyoke, MA.

The Subcommittee on Children, Family, Drugs, and Alcoholism held a hearing on the Community Services Block Grant Program Reauthorization on May 1, 1990. The following individuals provided testimony:

Grant Lee, Executive Director, People's Regional Opportunity Program, Portland, Maine;

Nadine Dowdell, Community Action Client, Jeffersonville, IN;

Marilyn Bender, Community Action Client, Cranston, RI;

Donald Lowe, Community Action Client, Prescott, KS;

Ann Kagie, Director, Utah State Community Services Office, Salt Lake City, Utah, and Chairperson, National Association for State Community Services Programs;

Charles H. Smallwood, Director, Office of Community Services, State of Maryland, Annapolis, MD;

Matthew E. Melmed, Executive Director, Connecticut Association for Human Services, Hartford, CT.

IV. COMMITTEE VIEWS

TITLE I, SUBTITLE A—AMENDMENTS TO THE HEAD START ACT

Authorization levels

It is time to significantly expand the Head Start program. The alarming number of young children in poverty and the need for a well-trained workforce in the future, combined with the proven success of Head Start and other early childhood programs, indicate the importance of reaching as many eligible children as possible.

Section 103 of H.R. 4151, as amended, provides for the authorization of appropriations sufficient to enable all eligible three- and four-year-olds and 30 percent of eligible five-year-olds to participate in the Head Start progam by 1994. The gradual increase in participation rates embodied in these authorization levels are as follows: 35 percent in fiscal year 1991, 60 percent in fiscal year 1992, 80 percent in fiscal year 1993, and 100 percent in fiscal year 1994.

In calculating the appropriate authorization levels, the Committee utilized Congressional Budget Office estimates of the number of children in poverty and the inflation rate for fiscal year 1991. Because information from the Department of Education indicates that 70 percent of five-year-olds attend some type of public education program, it is assumed that only 30 percent of the five-year-olds eligible for Head Start will indeed participate in the program. The estimate assumes that children will be served for multiple years.

While the estimate assumes funding levels sufficient to provide services for all eligible three- and four-year-olds, the Committee recognizes that some eligible three- and four-year-olds may not participate. The Committee assumes that funds available as a result of a particitpation rate of less than 100 percent will be used to pay additional costs of serving children with disabiling conditions as well as any additional costs necessary to improve the quality of the Head Start program. (The cost of serving children with disabling conditions is twice that of serving other children in that program.)

The funding estimate assumes a per pupil cost of $3,640 for fiscal year 1991 for a part-day, part-year program. This amount is adjusted for inflation in each subsequent year. The annual per pupil cost for 1991 was determined by using (i) the Committee for Economic Development's estimate of $3,500 to $4,000 in 1986 dollars for a high-quality preschool program, and (ii) the annual per pupil expenditure of $4,449 for non-comprehensive public kindergarten through twelfth grade program of $4,499, (iii) the National Head Start Association's estimate of $4,289 per child for quality Head Start services, and (iv) the General Accounting Office's estimate of $4,797 (including the value of in-kind contributions), for a full day program, as published in the report *Early Childhood Education: What are the Costs of High Quality Programs* (January, 1990).

Head Start quality

The Committee believes that maintaining and enhancing the quality of Head Start services is just as important as expanding the number of children served. Therefore, section 104 of H.R. 4151, as amended, would require that portion of Head Start funds be allocated for quality improvement activities. The funds for quality are set aside in a manner that ensures that this reserve does not cut into funds needed to maintain the number of children being served.

For the first year, 10 percent of the entire Head Start appropriation would be targeted for quality improvement once the appropriation reaches a specified level. This level is an amount equal to the fiscal year 1990 appropriation adjusted for inflation, plus 10 percent. The trigger is intended to ensure that the set-aside does not take effect unless the appropriation is sufficient to guarantee the maintenance of existing services. In subsequent years, the quality set-aside would be 25 percent of any funds appropriated in excess of the previous year's appropriation adjusted for inflation.

The Secretary will determine how the quality improvement funds will be distributed. The Committee recommends, however, that the Secretary allow some flexibility at the local level for directing funds toward the most critical needs. At least half of the funds targeted for quality must be used to improve compensation (salaries and benefits) to Head Start staff. In accordance with Section 653, salaries cannot exceed the average rate paid for a comparable job in the area.

The remaining funds may be used for transportation; hiring additional staff; facilities improvement; and training in addition to that funded under a special training and technical assistance set-aside. The funds also may be used to provide services needed by children from dysfunctional families, children of substance abusers, and children from communities where violence is prevalent. The Committee believes that the Head Start program will see a disproportionate number of such children and that the program should be prepared to cope with their special problems.

Use of quality funds and adjusted appropriations

The Committee intends that funds made available under Section 640(a)(3) shall be used to supplement and not supplant grants made with funds under Section 640(a)(5), The Committee expects the Department to continue to provide cost-of-living increases under Section 640(a)(5) and that funds under Section 640(a)(3) will not replace such increases. The Committee further expects that the quality improvement funds received by a grantee in a given year and expended for recurring costs such as salaries and insurance will be maintained with funds from Section 640(a)(5) after the first year of such improvements.

In addition, section 105 of H.R. 4151, as amended, specifically states that the funds included to account for inflation in the adjusted appropriation (used to trigger the quality set-aside) will be used only to maintain the level of services provided in the prior years. In order to maintain the quality of existing services, these funds are not to be used to expand the number of children served in the program.

Pending regulations

The Committee understands that there are a number of pending regulations that would strengthen the quality of Head Start, including regulations establishing performance standards for infants and toddlers and Parent and Child Centers. Regulations are also pending to establish staffing patterns and maximum classroom size, set a minimum number of hours each day for program operations, and enumerate expanded local program options for grantees. The Committee believes the Department should promulgate such regulations should be promulgated as soon as possible.

Services to Indian and migrant children

Section 104 of the legislation also increases the minimum amount of funds reserved for Indian and migrant Head Start programs under Section 640(a)(2)(A) to the amount reserved in fiscal year 1990. The Committee wishes to make clear, however, that this is a minimum level of funding and that funds to meet the needs of these children should increase as their need for services increases.

The Committee believes that it is important for the Migrant Head Start Program to be administered at the national level given the complex task of providing services to migrant children. It also is essential that migrant children continue to have access to services from birth to the age of compulsory school attendance. The Committee also notes the importance of making funds for service expansion available to migrant programs as early in the year as possible to accommodate the seasonal nature of the programs. Expansion funds for fiscal year 1990 were not made available in time for many migrant programs to take advantage of them. The Committee expects the Department to ensure that such funds are distributed while migrant programs can still use them.

The Committee wishes to call to the Secretary's attention a unique situation that has developed on reservations of federally-recognized Indian Tribes as a direct result of federal actions. Due to several federal initiatives (such as tribal set-asides under the Vocational Education Act, the Vocational Rehabilitation Act, and several Interior Department programs for economic development), tribes are making real progress in moving adults into tribal enterprises and other jobs and away from reliance on federal assistance programs. The entry-level nature and low wages of these jobs mean that the children of these parents are still educationally and socially deprived. However, they are marginally ineligible for Head Start because of increased family income. The Committee urges the Secretary to work with the tribes and the Department of Interior to develop modified eligibility criteria for use on Indian reservations, so that we can encourage this laudable trend of increased employment without penalizing the children of such families.

Services to non-English language background children

The Committee wishes to underscore the importance of providing Head Start services to all eligible children, including those whose primary language is not English. The Secretary should ensure that policies regarding program funding, recruitment, and service delivery provide equal opportunity to non-English language background parents and their children. H.R. 4151, as amended, contains provisions to highlight and provide additional resources for bilingual programs sensitive to these children's needs. In particular, section 104 adds non-English language background children to the priorities for discretionary funds listed in section 640(a)(2)(A) of the Head Start Act, which currently gives priority to Indian and migrant programs and services to disabled children.

The Committee does not intend for children from non-English language backgrounds to be immersed in English-only programs, which can confuse the child and affect the relationships in the family. Rather, services to these children and families should be provided in a manner that respects and strengthens the language and culture of the participating families. These services also should have the goal of providing opportunities for children and parents to develop the linguistic skills necessary for social competence.

Coordination

The Committee believes that a key element of Head Start's comprehensive approach is coordination with other programs that provide services to Head Start families. For that reason, the Committee welcomes the June 27, 1990, proposal by the Department inviting applications for "projects demonstrating the capacity of Head Start programs to work with other community agencies and organizations, both public and private, to effectively deal with the problems of substance abuse, illiteracy and unemployment among Head Start families." The Committee places a priority on coordination between Head Start and the public schools, to assure a smooth transition for Head Start children into kindergarten and the elementary grades. The Committee also is concerned that Head Start and other early childhood development programs, including those sponsored by schools, are not well coordinated at the local level. Lack of communication and joint planning often results in poor distribution of services and unnecessary competition between programs for children, staff, and facilities.

Section 107 of H.R. 4151, as amended, strengthens the existing requirements for coordination with the public schools and other programs, adding a requirement that Head Start agencies coordinate with the state agency administering the JOBS program for recipients of Aid to Families With Dependent Children. Coordination is intended to provide more effective services to children and their families and to enhance efficient use of funds. Just as coordination between Head Start and the public schools is strengthened by this and other provisions in the legislation, the Committee believes that more attention should be focused on coordination between Head Start programs serving Indian children and schools operated by the Bureau of Indian Affairs.

Appeals

Section 111 of H.R. 4151, as amended, clarifies that each grantee may request timely hearings when funding is reduced or terminated. The legislation further clarifies that grantees will continue to have certain rights which are currently provided to them under the existing Departmental appeals process. These rights include: the right to an in-person hearing; the right to have the issues to be discussed at the hearing finalized before the hearing takes place; and an opportunity to take depositions as part of the pre-hearing process. The effect of these amendments is simply to continue current practice in these specific areas, not to restrict the ability of the Department to make other modifications in the appeals process.

Staff qualifications, salaries, and training

Section 112 of H.R. 4151, as amended, establishes a requirement that by the end of fiscal year 1994, each Head Start classroom will have one teacher with a credential in early childhood education or a related field. Appropriately trained teachers are an essential component of quality early childhood services. This is especially true for programs serving disadvantaged children, who need teachers qualified to meet their special needs.

The language of section 112 is virtually identical to Section 1306.21 of a Proposed Rule issued by the Department on December 8, 1988. Under section 112, the credentials which satisfy the requirement are the Child Development Associate (CDA) credential, a State certificate for preschool teachers that meets the CDA requirements, a post-secondary degree in early childhood education, or a degree in a related field as long as the teacher has experience and a State certificate in preschool education. To give Head Start programs ample time to meet this requirement, the legislation delays the effective date long beyond that originally envisioned by the Department. While compliance is not required until the end of fiscal year 1994, programs are encouraged to meet the requirement earlier. The Committee believes this requirement will not be burdensome, as 78 percent of Head Start teachers in 1989 had a CDA credential or a degree in early childhood education.

The credentialing requirement would apply only to one Head Start teacher in each classroom. It would not prevent Head Start parents from working in the classroom as assistant teachers or aides. Moreover, the Committee believes that encouraging Head Start staff, including Head Start parents working in the program, to obtain a CDA or post-secondary degree is important to their own professional development and advancement. Paid or volunteer work by parents in the Head Start classroom can provide the experience required by the CDA credential. To recognize staff who pursue such additional training and enhance the program's ability to recruit and retain qualified, staff, the legislation requires the Secretary to encourage programs to use salary scales based on training and experience.

The Committee recognizes that the requirement for a minimum credential as well as the proposed expansion of the Head Start Program will increase the need for training resources. Therefore, section 104 of the legislation changes the minimum that must be allocated for training and technical assistance funds each year from a specific amount to 2 percent of the program's total appropriation. This will allow these funds to grow as the program grows. The Committee intends that the training funds be used not only to help teachers and other staff earn a beginning credential, such as the CDA, but to further their professional development beyond such an initial training credential. The Committee expects, however, that these training funds would be used for staff working in all components of the program, including education, parent involvement, social services, health, and nutrition.

The Committee encourages the Secretary to develop a national training and technical assistance program which will bring the results of the most recent biomedical, behavioral, and other research to Head Start staff. Recent behavioral studies, including the Child Care Staffing Study, have reaffirmed the relationship between quality services and specialized training. Such training could provide an understanding of the most recent developments in health, mental health, safety, nutrition, special needs, infant development, and the importance of partnerships with parents.

The Committee recognizes that appropriate or specialized Head Start training resources may not be readily available in all communities and encourages the establishment of training networks to ensure that all programs have access to high-quality, appropriate training. The Committee is concerned particularly about rural areas and encourages the Department to ensure that Head Start staff in rural areas have access to training opportunities and, especially in the isolated circumstances of Indian reservations, to assure that funds are adequate to accomplish the training effectively.

Studies and evaluations

H.R. 4151 includes several provisions to improve the data available on the Head Start program and its effectiveness. The legislation establishes requirements for a biennial report, a longitudinal study, and two smaller studies of service delivery approaches.

The Committee expects that the biennial report included in section 113 will be thorough and substantive in nature and will include information contained reported in the existing required report on services to disabled children. When providing information on eligible children, the report should include migrant and Indian children. Reliable data on the total number and characteristics of these children currently is unavailable.

Section 113 also requires the Secretary to arrange for a study of various approaches to providing early, continuous, and comprehensive intervention and services to low-income or at-risk children from birth through age three, and to the families of such children. The Committee has seen convincing evidence that intensive programs that provide comprehensive services on a continuous basis from birth to compulsory school age are effective for extremely disadvantaged children. Regular Head Start (beginning at age three or four) may begin too late to reach such children—including those from dysfunctional families, children of substance abusers, and children who experience chronic violence in their communities. A variety of early intervention programs serving these populations have been implemented. The Committee expects that need for these programs will continue, and seeks information that will enable policymakers to assess the effectiveness of various approaches. The Committee expects that Head Start family day care homes included in this study will comply with program guidelines developed specifically for family day care and based on the Head Start performance standards.

In addition, Section 113 requires a study of the effectiveness of using family day care providers to deliver Head Start services. The committee expects the study to include a sufficient number of family day care providers which serve children from birth through the age of compulsory school attendance. The Committee expects that all family day care programs selected for the study will adhere to guidelines for the operation of Head Start family day care homes based on the Head Start performance standards. The family day care study should be designed to determine whether Head Start comprehensive services can be provided effectively in family day care settings and what program characteristics including costs are necessary to provide effective, comprehensive Head Start services in this setting.

Cooperative research

During hearings on the reauthorization of Head Start, the Committee was favorably impressed by testimony on the High/Scope Educational Research Foundation's use of community-based cooperative research efforts to enable Head Start directors to conduct evaluations of their programs with the assistance of independent researchers. Such research efforts enable Head Start directors and staff to play a more central role in the design of research questions than in tradition research methods. Similarly, "grassroots" research allows local leaders to acknowledge and evaluate the effect that Head Start has played in the community. In addition to providing important insights into the benefits of Head Start and the way they are achieved, these research efforts have resulted in increased community commitment to Head Start, including greater cooperation between Head Start agencies and public schools, and increased appreciation for Head Start by community leaders. Such efforts similarly enhance the professional development of the Head Start directors by allowing staff to better understand the program, to interact on a wider range of professional issues critical to Head Start quality, and to see Head Start from a broader perspective. Section 114 of the legislation encourages the Secretary to provide funds for such research efforts. The Committee intends that a portion of evaluation funds be made available to conduct research of this type.

Study of Head Start participants

Section 115 of the legislation requires the Secretary to conduct a longitudinal study of Head Start participants. This study is not intended to determine whether or not Head Start is effective; there are numerous studies that demonstrate that Head Start is one of the best ways to ensure the future success of disadvantaged children. The purpose of the study is to provide greater insight into how these positive results are achieved and which program options best serve specific subgroups of children, including children from dysfunctional families, children of substance abusers, and children who experience chronic violence in their communities. The study will consider not only program options related to Head Start, but also later educational and other experiences. The High/Scope Educational Research Foundation has recommended using a minimum of four subpopulations of 1000 participants each. The Secretary and advisory panel should take into account the need for greater numbers of participants due to the length of the study.

The Committee also notes that the Hawkins-Stafford Elementary and Secondary Education Improvement Act of 1988 instructed the Secretary of Education to conduct a longitudinal study of children in the Chapter 1 program. Because the population of children served through Head Start often overlaps with that of Chapter 1, the Secretary should consult with the Secretary of Education regarding coordination of the two studies.

Parent-child centers

In keeping with the Committee's concern about the need for early intervention, H.R. 4151, as amended, provides for a modest expansion of the Parent-Child Centers currently funded under Head Start. The Centers provide early childhood intervention programs to enhance the development of children from birth to age three and strengthen the family unit. The programs focus on promoting the child's healthy development and developing parenting skills. Their comprehensive approach includes health, education, and social services, as well as opportunities for parents to improve their employability.

Section 104 of the legislation requires the Secretary to reserve $30 million for fiscal year 1991 for expanding existing programs or establishing new programs. The Secretary also is required to reserve $31,200,000 in fiscal year 1992, $32,448,000 in fiscal year 1993, and $33,745,920 in fiscal year 1994. The legislation requires agencies receiving grants to certify that Head Start services, if any, provided by the agency will not be reduced. To the maximum extent practicable, the agency also should provide continuous services to the children until they reach the age of compulsory school attendance. The Committee believes the children receiving services through Parent-Child Centers should go on to have a Head Start experience. The Committee also notes the virtual absence of Indian Parent-Child Centers and encourages the Department to increase their numbers.

Use of expansion funds

The Committee is extremely concerned about apparent actions by the Department both to limit participation in the Head Start program to one year per child and to restrict that one year of service to the year prior to a child's entry into kindergarten. The Committee believes interventions for disadvantaged children and their families must begin as early as possible and occur over the course of several years, especially in view of the growing humber of multi-problem families. Section 645(c) of the Head Start Act explicitly allows each Head Start program in a community to provide more than one year of services to children from age 3 to the age of compulsory school attendance. The clear intent of this subsection was reinforced in a series of committee reports accompanying Head Start authorization and appropriations legislation since 1994.

In providing expansion funds, however, the Department has recently issued advisory guidelines which convey the impression that the Department intends to limit the ability of local Head Start programs to serve a child for more than one year. A Departmental funding guideline issued on February 6, 1990, stated "Expansion funds should not be used to provide a second year of services to current Head Start enrollees."

In addition, on June 12, 1990, the Department issued an "Invitation for Grantees to Apply for New Funds to Expand Head Start Enrollment." The Invitation states:

> Expansion funds are intended to allow more low-income children to participate in Head Start. Therefore, our priority for new enrollees will be to serve children in the year prior to their entry into kindergarten.

It also states:

> There may be situations where grantees are unwilling or unable to implement an expansion, or where the Regional Office determines that funding should not be recommended. This would include situations where reasonable costs cannot be negotiated, or where the grantee will not agree to expand in a way that conforms to the objectives and requirements of this expansion initiative.

The Committee believes these instructions are inconsistent with statutory intent. More specifically, while the instructions technically do not prohibit grantees from serving children who are age 3 (and therefore would qualify for an additional year of service), they may intimate grantees from proposing to include younger children in the expansion. These instructions do imply that a grantee proposing to include younger children will be placed at a competitive disadvantage for Head Start expansion funds.

As part of the 1990 reauthorization of the program, the House and Senate versions of H.R. 4151 each contemplate sufficient funding not only to provide a one-year benefit to all eligible children, but also to allow Head Start grantees to provide two years of Head Start services to all eligible children. Congress anticipates that the availability of this modest investment will pay for itself many times over.

It is the explicit view of the Committee—and the clear intent of the Head Start statute—that the Department not establish any funding or programmatic policies that appear to place any grantee at a competition disadvantage for any Head Start funds or imply that a Head Start grantee will not receive funds allocated to it because such grantee serves or proposes to serve children for more than one year with new or existing funds. This view is embodied in the Committee's strong reaffirmation of the intent of Section 645(c) to permit children to be served for more than one year by clarifying in section 118 of H.R. 4151, as amended, that the Secretary may not issue or enforce any rule or guideline which forbids any Head Start Agency to carry out a Head Start program in accordance with the authority described in 645(c).

Allocation of funds among States and rural areas

It has come to the Committee's attention that the fiscal year 1990 Head Start expansion funds were allocated in such a manner that some states received no funds for expansion. The Congress had appropriated $1,386,315,000, an increase of $151,315,000 over the fiscal year 1989 appropriation, with the expectation that $49,335,000 of that increase would be used for salary increases.

The Department distributed 87 percent of the increase according to the statutory Head Start formula, with the understanding that the states would provide an average 4.35 percent increase in staff salaries. Thus, the salary funds and the expansion funds were distributed together. In some states, the salary increases consumed the entire increase, with no funds remaining for expansion.

For those states that did receive enough funds for expansion, the Department developed its own formula to target the funds to those communities with the greatest unmet need. The Department defined unmet need as the number of unserved children in the community, a definition that heavily favors those communities with large numbers of four-year-olds. This definition placed small and rural communities, where the absolute numbers of children were not great enough automatically to entitle them to a share of the expansion funds, at a competitive disadvantage.

The Department informed those states and communities which did not receive expansion funds that they would have an opportunity to compete for funds. That opportunity was not extended, however, until after the passage of the supplemental appropriation bill for fiscal 1990, which provided an additional $165,000,000 for Head Start.

The Committee stresses that it is not the intent of this legislation or any previous authorization to encourage the use of a Department-determined formula for allocating Head Start expansion funds in a manner that places grantees serving rural and small communities at a relative disadvantage in obtaining those expansion funds. Moreover, the Committee intends that all states and Indian tribes have an opportunity to share in such expansion funds.

Non-Federal share

The Committee recognizes that local programs or communities may be unable to meet non-federal matching requirements due to special circumstances such as significant one-time only funds for program implementation or expansion in impoverished rural areas. This is particularly true when such funds become available late in the fiscal year. The Secretary is encouraged to exercise the flexibility provided by the Head Start Act regarding the nonfederal match in those instances where strict adherence to the matching requirements would prevent financial assistance to programs or communities.

Program administration

The Committee recognizes that the large expansion of the Head Start program expected over the next four years will require an adequate number of qualified federal staff. Additional administrative support and technical assistance to grantees both at the national and regional level will be necessary to establish and maintain grant management.

In addition, section 106 of H.R. 4151, as amended, requires the Department to conduct a triennial review of each Head Start program. Such reviews are required, to the maximum extent practicable, to be carried out by Department employees. This requirement will increase the need for Department staff who are knowledgeable about the Head Start program and early childhood development.

SUBTITLE B—HEAD START TRANSITION PROJECT ACT

The reauthorization legislation includes a new Head Start Transition Project designed to facilitate the smooth transition of disadvantaged children from Head Start to elementary school. The project accomplishes this objective in two ways: by improving communication between Head Start agencies and elementary schools, and by introducing into kindergarten through grade 3 programs specific elements of the Head Start program, including parental involvement and coordination of supportive services.

The Committee believes that to retain the gains made by children in the Head Start program, the transition to elementary school should not involve merely the transfer of records or meetings between the Head Start and kindergarten teachers. While these are important elements that are often neglected, the Committee believes that continuity in the programs themselves is also essential. Such continuity should include the use of developmentally appropriate curricula in both the Head Start program and elementary school. However, the major focus of the Transition Project is a team of family service coordinators trained to work with school personnel and families to ensure that children receive the services they need both in and out of school. This model has been used with great success by the Head Start program.

The Committee intends for at least five percent of funds authorized for the Transition Project to be used to evaluate the program. If the Transition Project proves successful in ensuring the continued physical, social, emotional, and intellectual development of Head Start graduates through the elementary school grades, it should be widely disseminated, especially for use by Chapter 1 schools.

TITLE II—AMENDMENTS TO THE LOW-INCOME HOME ENERGY ASSISTANCE ACT OF 1981

Forward funding

The Committee believes that the funding cycle for LIHEAP under current law is a major obstacle to effective state planning and management of an efficient and timely winter heating or crisis program. LIHEAP funds are designed to be expended in the season when home energy costs are incurred and in time to avoid household energy emergencies. However, in recent years, the Department had most often been without a final appropriations figure by the October 1 program start date. States must begin their planning for the program well before the level of funding is established. As a result of funding uncertainties, benefits cannot be set and, especially when major cuts are proposed, eligibility levels cannot be determined.

LIHEAP programs also end their heating program operations long before the end of a normal fiscal year. Twenty-nine states close their programs by April 30th or earlier. Thus, it is not feasible or possible to redesign program benefits or eligibility after final appropriations are in place. In addition, state LIHEAP programs have little capability to help households which experience payment problems in the spring after the program closes. There is no orderly process to avoid a crisis atmosphere in winter when people are in genuine danger from lack of fuel.

Section 202 of H.R. 4151, as amended, provides "forward funding" for LIHEAP by funding it on a program year basis. The program year will start on July 1 of the fiscal year for which appropriations are being made. The legislation creates a special framework for the appropriation of fiscal year 1992 funds which will enable the program to make the transition to forward funding during that fiscal year.

Forward funding will allow states to identify clients, provide assistance, and put them on responsible budget payment-plans in the summer or fall to avoid the development of life-threatening situations. This funding method also will enable states to determine benefits and eligibility in the plans submitted to the Department. Finally, forward funding will permit an orderly program planning and administrative system for more efficient program management and for programs which reward households which budget their income and expenses based on realistic expectations about assistance.

Authorization of appropriations

Section 203 of H.R. 4151, as amended, authorizes appropriations for an additional four years, setting levels at $2.15 billion for fiscal year 1991, $2.3 billion for fiscal year 1992, and such sums as may be necessary for fiscal years 1993 and 1994. In addition, this section makes the basic authorization for LIHEAP subject to the forward funding provisions. It assures that the authority is available to appropriate sufficient funds to cover the additional months in the transition period. The Committee intends that funding for the transition year and the subsequent fiscal year will be at the levels authorized for fiscal years 1992 and 1993.

Authority to transfer funds

Under current law, states are allowed to transfer up to ten percent of the LIHEAP Block Grant to other human services block grants. The reductions in LIHEAP since fiscal year 1987 equal or exceed the reductions in most other health and social service block grant activities. LIHEAP can no longer meet energy needs and provide other important services as well. Therefore, the Committee believes that the transfer provision should be eliminated.

Nevertheless, the Committee is aware that 28 states transferred LIHEAP funds to other programs in fiscal year 1989. For some of the programs receiving funds, the transferred funds represent a significant portion of program resources. Accelerated withdrawal of the LIHEAP funds, before states have adequate opportunity to find replacement funds, would be detrimental to the various programs' ability to provide the human services they deliver.

Therefore, section 204 of the legislation provides for elimination of all transfers in 1994, permitting states three years to find alternative funding for the other programs that would be affected.

The Committee notes that the Community Services Block Grant programs that have used LIHEAP funds for critical, comprehensive family services, including energy and other housing needs, will be especially affected by withdrawal of LIHEAP funds. The need for additional CSBG funding at the levels authorized in this bill is thus even more dramatic.

Alternative service sites

The Committee has received considerable information indicating that its historic concerns for the provision of services to "working poor" and elderly households have not been satisfied in all states. In previous reauthorizations, the Committee amended section 2605(b)(6) of the Act to encourage the states to more effectively reach the non-welfare poor. Many states have accomplished this goal by using community action agencies, aging organizations, and other public or nonprofit agencies, but some have not. Therefore, the Committee believes more direct legislative language is warranted.

Section 205 of the legislation is aimed at addressing both inadequate outreach efforts and lack of appropriate intake locations. Some states provide outreach and intake for heating and cooling assistance and crisis situations only through those states and county offices which administer the Aid to Families with Dependent Children program. The amendment requires that, beginning in fiscal year 1992, such states must designate additional methods of and entities for providing these functions. Alternative entities could include other state or local government agencies or community based organizations.

The Committee strongly believes that all states should ensure that their ongoing outreach efforts and intake procedures are effective in providing viable access to their programs, especially for the elderly and working poor. The Committee expects that, to the extent possible, all eligible households in every region of a state will have access to alternative service sites to process applications. However, if the state finds no alternative in some areas, after engaging in an open solicitation process, there is no requirement to create new entities. In addition, local entities now providing such services voluntarily are expected to maintain comparable levels of effort in addition to the new activities which may be contracted to them pursuant to this provision.

The Committee believes that intake, or application processing tasks, generally are best provided through the local agencies which administer LIHEAP crisis and/or low-income weatherization programs. This ensures both that experienced service providers with approved federal and state grant management systems handle income determination and verification tasks. It also ensures that these critical services may be packaged together in order to provide the most effective aid to households. If states are already offering alternative intake sites in some areas, this section does not require them to modify their system of program management.

Moreover, the Committee believes that in order to be effective, outreach efforts need to be varied and targeted to the different populations eligible for LIHEAP benefits. For example, more concerted efforts may have to be taken for some households, such as the elderly and working poor, to assure that those households have an effective way to learn about the program and how to apply for benefits. Available options through which such outreach can and should be performed include other state and local government entities or community-based organizations. States are encouraged to use as many of these local institutions as practicable, as well as public utilities and churches, in their outreach efforts. Public utilities in particular have information as to payment-troubled customers and could be a valuable resource in providing early identification and outreach assistance to these customers.

The Committee expects that a reasonable share of the outreach and intake functions of the regular heating and cooling assistance program will be administered through the alternative agencies. The Committee also expects that the states will consult with low-income individuals and advocates as well as other interested parties in implementing this requirement.

State LIHEAP programs are expected to use LIHEAP administrative funding for any additional LIHEAP activities required by this section, rather than relying on other federal funds in local agencies. The Secretary is expected to require evidence of implementation of this section as part of the assurances provided by the State and to provide guidance on compliance with this section.

This amendment should be administered in a manner which is consistent with the current provision of the LIHEAP statute (at 42 U.S.C. 8624(b)(5)) which requires that (1) "the highest level of assistance will be furnished to those households which have the lowest income and the highest energy costs in relation to income, taking into account family size" and (2) "the state may not differentiate in implementing this provision between households which are categorically eligible and those which are income-eligible". The Committee strongly urges all states to consider better targeting their resources toward these neediest households.

Complaint process

H.R. 4151, as amended, contains a provision designed to respond to concerns regarding the need for a more expeditious and effective response to complaints about state implementation of this program. Section 205 sets a time limit for a written response to such complaints. Section 2605 of the statute requires states to make a number of assurances in their annual applications for LIHEAP funds, and it is assumed that a factual basis exists for each of these assurances. In order to make a finding regarding the specific nature of complaints made under this section, the Secretary shall ascertain that the assurance(s) which is the subject of the complaint is indeed based on fact. Nothing in this section or the Act, however, restricts parties from proceeding directly to obtain a court remedy.

Current law provides that this provision will apply only to complaints about the implementation of the program which are of a serious nature and related to federal law.

Public hearings

Section 205 also adds language intended to make sure effective the participation of the public in the development of a state plan.

The Committee intends that a state provide timely and meaningful opportunity for interested parties to be involved in the development of the state plan. For example, in addition to public hearings, states may want to hold meetings with parties known by the state to have an interest in energy assistance or related issues as the plan is being developed. Such parties may include representatives of community action agencies, legal services, public utilities, church organizations, and senior organizations. The Committee envisions a similar state process for the development of amendments to a state plan.

When the state holds public hearings on these plans, the Committee intends that the notice regarding such hearings clearly identify that the LIHEAP state plan for the following fiscal year (or an amendment thereto) is being considered at such hearing. The hearing notice should also be made available in a manner that provides the public in general and interested parties in particular, ample time to participate in the process.

The legislation adds a similar requirement that the review of state plans be "meaningful and timely." The Committee intends that the states provide ample time and opportunity for the general public and interested parties to review and comment upon a state's plan or a substantial revision to the plan.

Weatherization

H.R. 4151, as amended, expands the flexibility states have to provide energy assistance benefits in the form of energy conservation improvements. The Committee believes long-term benefits can accrue to clients and the nation's energy security from weatherization improvements. These reductions in home energy costs also can be a major supplement to the limited support provided by energy assistance payments.

Under current law, states may use us to 15 percent of their funds for low-cost weatherization or other energy-related home repair for low-income households. Section 206 of the legislation permits the Secretary to grant, under certain conditions, a waiver of that 15 percent limit, allowing a state to use up to 25 percent of funds for such purposes.

The Committee recognizes that LIHEAP resources historically have been far less than the amounts needed, and conservation investments involve higher initial costs than LIHEAP payment benefit levels. The amendment provides that these investments, to the extent they exceed 15 percent of program resources, can only be made if the state maintains at least its previous levels of payment program efforts. In making a determination to grant a waiver to a particular state, the Secretary should not necessarily be guided only by the submissions from the state. For example, submissions by low-income advocates and other interested parties in the state on this issue may also provide relevant information for the Secretary in making his or her determination.

In granting a waiver where the state has shown good cause for not meeting the prior year's maintenance of service requirement, the Secretary should require the state to document the reasons it intends not to maintain service levels. The Committee believes that a waiver under this provision should be granted only when the state has demonstrated compelling reasons for the utilization of such conservation funding.

Leveraging Incentive Program

The Committee found that the federal government, through the LIHEAP Block Grant, is a reliable large volume purchaser of residential energy supplies. However, most state programs are currently paying the same price for oil or gas as individual households. Innovative approaches in several states have shown that, if the LIHEAP program uses its purchasing power (or "leverage") to acquire the full economic value of its resources, it can acquire substantial additional energy assistance resources and services for the poor from state energy market sources.

Section 208 of the legislation authorizes, beginning in fiscal year 1992, the establishment of an incentive program to match a portion of the resources states and their LIHEAP programs "leverage" from non-federal sources. Such resources are state-appropriated funds, quantifiable payments, discounts, credits, energy conservation improvements or other measurable benefits to eligible households in excess of the energy that could be purchased by the LIHEAP program at commonly available residential rates. The incentive program is subject to a separate appropriation and is meant to augment the LIHEAP allocation to the states.

Such benefits may be the result of state legislation, regulation, or arrangements with energy suppliers, but may not include federal funding or benefits. The Committee believes there are very limited circumstances under which Petroleum Violation Escrow Funds should be considered as leveraged resources. Therefore, if the Secretary chooses to count Petroleum Violation Escrow Funds as leveraged resources, he or she may only count funds that are distributed after October 1, 1990, and that were not previously required to be allocated to low-income households. The Committee intends for the leveraging incentive program to reward states that make voluntary efforts to create a net increase in resources over and above available federal funding. Leveraged resources must be directly integrated with LIHEAP programs and procedures, policies, and eligibility requirements.

The Secretary shall establish regulations for the determination of amounts leveraged by each state and shall determine each qualifying state's share of the incentive funds appropriated under this section. The Committee intends that the shares will be determined by the level of a state's leveraging effort as a percentage of the total leveraging efforts of all states, weighted by the proportional size of the state's LIHEAP allotment.

Matching funds secured by the state from the incentive fund may be used only to increase or maintain benefits to eligible households. Given that funds authorized for LIHEAP fall short of the real need for energy assistance, the Committee hopes the availability of such incentives will encourage all states to undertake leveraging initiatives appropriate to their energy markets and policy requirements.

The Committee expects the Secretary to increase the Department's assistance to states in developing such programs and in making available detailed and operational information about effective initiatives using the training and technical assistance resources available to the Office of Energy Assistance.

The leveraging incentive program has been designed as a separate program activity with a separate authorization provision because the Committee views this initiative as a supplement to full funding for the Block Grant and should not be the basis of a reduction in LIHEAP distributions to the states.

Reporting and data collection

The Committee notes the extremely high quality and usefulness of the annual reports published by the Department. In the future, the Department should include in that report, text and tables showing total home energy expenditures. The Congress has never intended to exclude such essential energy uses as heating of hot water or refrigeration and cooling from the eligible heating costs covered by the program.

The Committee also believes a full report on the characteristics of the LIHEAP eligible population as a whole and of those eligibles not receiving LIHEAP benefits is required to assess the impact of the program. The Department should require all states to provide data on the source of income, the family size and characteristics, housing type, and participation in other programs of their FY 1992 program participants as well as such other energy or demographic information as may be essential to a full profile of the LIHEAP participant in that year. In reporting on this information, the Department is to compare it to information available on all eligible households and the eligible households not receiving assistance.

TITLE III—AMENDMENTS TO THE FOLLOW THROUGH ACT

The reauthorization legislation includes several important changes to the Follow Through program designed to enhance its ability to improve the education of disadvantaged elementary school students. First, a portion of funds are set aside for program improvement and research, including a portion earmarked for development of new Follow Through models. Second, schools are limited in the number of years in which they may receive technical assistance, in order to make room for more schools to benefit from Follow Through. Third, a new dissemination mechanism is included to publicize the Follow Through models. Finally, the legislation ties the program more closely to the Chapter 1 program, with Follow Through providing targeted technical assistance to help needy schools implement model programs which, once successfully adopted, can then be continued using Chapter 1 funds.

The Committee intends that Follow Through realize its statutory mission, of a comprehensive approach to making schooling more effective for low-income children and improving their life chances by building on the gains made in programs such as Head Start. Therefore, the legislation, while retaining its strong curriculum development component, also includes provisions to improve parental involvement, to ensure that low-income children receive the supportive services they need, and to require coordination with local Head Start agencies serving children who will enroll in elementary school.

The Secretary of Education will coordinate with the Secretary of Health and Human Services to enable schools to receive both Follow Through and Head Start Transition Project grants through a single application process, or to enable a grantee receiving one program to avail itself of the special expertise, in curriculum and social services respectively, of the two agencies administering the programs. These complementary programs are administered through different agencies because their differing purposes are best served by utilizing the expertise of the two agencies. Follow Through, with its emphasis on educational curriculum, appropriately should be administered by the Department of Education. The Head Start Transition Project Act, as primarily a social services program, should be administered by the Administration on Children, Youth, and Families in the Department of Health and Human Services. Nonetheless, the programs should be coordinated at the federal level to best serve the needs of disadvantaged children.

TITLE IV—AMENDMENTS TO THE STATE DEPENDENT CARE DEVELOPMENT GRANTS ACT

H.R. 4151, as amended, authorizes the program at $20,000,000 for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994. It also makes several changes to give states more flexibility in using the grant funds. The legislation allows grant funds currently used only to establish before and after school child care and resource and referral programs to be used for operating costs as well. Many such programs have difficulty finding funds to operate once they are established. In addition, studies have shown that many low-income parents do not have the resources for their children to attend after-school programs. The Committee believes these programs are key links for parents who need child care arrangements and should be able to use their grant funds for ongoing activities and subsidies for parents who cannot afford care for their children. The legislation also strenghtens reporting requirements for program activities.

H.R. 4151, as amended, also eliminates the requirement that before and after school services be located only in public or private school facilities or in community centers. This provision recognizes that there may be circumstances in which a local community desires to locate such services in a facility other than a public or private school or community center. However, it is not intended to shift the focus away from the use of these facilities. Public or private schools and community centers often can provide convenient facilities and play areas that keep the cost of services affordable for low-income parents.

TITLE V—AMENDMENTS TO THE COMMUNITY SERVICES BLOCK GRANT ACT

Authorization

The Committee believes that the continuing erosion of CSBG funding places a great burden on communities' capacity to carry out new initiatives, raise non-federal funds, and manage programs effectively. Section 501 provides authorization levels of $451,500,000 in fiscal year 1991, $460,000,000 in fiscal year 1992, $480,000,000 in fiscal year 1993, and $500,000,000 in fiscal year 1994. These levels reflect the minimum needed to sustain the unique functions funded by the block grant.

State allocations

The Committee recognizes the need to expand the range and availability of services in the smallest states where resources fall far short of meeting the needs of low-income persons. Currently under the block grant formula, the twelve smallest states each receive less than one-half of one percent of available block grant funds. The local agencies in these states have increased their coverage areas, have been forced in recent years to cut back on hours of operation as well as the number of outreach staff particularly in rural areas.

Section 503 of the legislation provides for an increase in the minimum allocation to the small states to one-half of one percent, but only when annual appropriations exceed $360,000,000. The legislation provides that this increase in the minimum small state allocation shall not result in a decrease in the level of block grant funds for the larger states. In addition, increases for states in any one fiscal year are limited to 40 percent of their previous year's allocation. However, local agencies throughout the entire DSBG network are in need of additional resources, and the formula change is intended to be part of a general expansion of resources to the entire network.

Data collection

The Committee notes the continuing improvements in the voluntary collection of CSBG program data in recent years. Section 506 strengthens data collection for the program by requiring that certain basic data (including unduplicated counts of individuals served by the program) be provided by all States and on a more timely basis than in the past.

The Committee also has provided authority to the Secretary to collect additional information after giving due notice to State grantees. The General Accounting Office and members of Congress have brought to the Committee's attention two problems with CSBG data: (a) the relationship between CSBG activities and other activities managed by the local agencies, and (b) the demographic characteristics of the individuals served. The Committee urges the Secretary to require collection of this information.

Community Food and Nutrition Program

The Committee believes that Community Food and Nutrition Program (CFNP) authorization levels should be increased significantly since hunger—particularly among low-income children—is a serious national problem. There are more than 12 million children living in poverty. One national study estimates that there are 2 to 5 million children hungry at any given point in time and that as many as 8 to 9 million children are hungry or at risk of hunger. CFNP is designed to alleviate hunger in the general population, and specifically among chilren, through expanded participation in child nutrition programs in unserved and underserved areas.

CFNP also functions as a catalyst to attract other public and private resources in the fight against hunger. In fiscal year 1990, $2.4 million in CFNP funds leveraged more than $6 million from other public and private funds. Section 501(b) of H.R. 4151, as amended, authorizes the program at $10,000,000 in fiscal year 1991, $15,000,000 in fiscal year 1992, $20,000,000 in fiscal year 1993, and $25,000,000 in fiscal year 1994.

The Congress established CFNP as a separately authorized program within the Community Services Block Grant Act (CSBG) so that funds could be utilized by statewide anti-hunger organizations and local agencies to effectively alleviate hunger across the country. Currently, sixty percent of funds appropriated for CFNP must be distributed exclusively to statewide agencies for statewide programs. CSBG provides the mechanism for distribution of this portion of CFNP funds, but CFNP funds to statewide entities are not intended as additional CSBG dollars to be equally divided up among current CSBG grantees within a State. Nor are they to be a substitute for previously granted CSBG funds to a statewide program. Forty percent of CFNP funds are set aside for a national HHS competition for local and statewide groups.

The Committee is concerned that in a limited number of states, CFNP funds that were set aside for "statewide entities" were in fact substituted for other CSBG funds or simply divided up among local agencies. This practice conflicts with the stated purposes of CFNP. The Department is directed to inform States that potential statewide grantees must: demonstrate that proposed activities are statewide in scope; conduct activities which represent a comprehensive and coordinated effort to alleviate hunger within their State; involve a broad range of organizations within the State also committed to alleviating hunger; and, to the extent possible, have a demonstrated track record of successful programs designed to alleviate hunger.

The legislation also clarifies that hunger is a significant national problem and that resources need to be allocated to alleviate hunger on a local, state and national basis. Section 505 sets aside limited funding for nationwide programs to be awarded on a competitive basis. This set-aside only goes into effect if program appropriations exceed $5,000,000 for a fiscal year. In awarding these grants, the Secretary should take into consideration the nutritional needs of Native Americans and migrants and the organizations that serve them. Although the Committee does not specify what types of projects are to be funded, it notes as one possibility work such as that undertaken by the Community Childhood Hunger Identification Project in identifying the breadth and depth of hunger among children.

The Committee recognizes that small or sparsely populated states need minimum CFNP grants to organize effective efforts to meet the nutritional needs of their low-income population. Therefore, this legislation establishes minimum small state allocations so that each State will receive a reasonable level of funding. The minimum state allocation becomes effective only when appropriations equal $7,000,000 and increase as appropriations increase.

The legislation requires the Department to submit an annual report detailing which groups received CFNP funds and the accomplishments supported by these funds.

TITLE VI—AMENDMENTS TO THE CHILD DEVELOPMENT ASSOCIATE SCHOLARSHIP ASSISTANCE ACT

Qualified staff, trained in child-development and early childhood education, is a key component in a quality program for young children. Such staff, however, are in short supply. The Child Development Associate credential is one way of encouraging staff in early childhood programs to obtain training, providing recognition when they do so. Therefore, the reauthorization doubles the modest authorization level for the scholarship program.

The legislation makes two changes to make the program more responsive to people who need it to obtain their CDA credential. First, it gives states the option of using up to 50 percent of their funds to pay for the training necessary to qualify for the credential. Currently, the funds may be used only to pay for the cost of the actual credentialing process, which is $325. The training leading up to the credential can be expensive, with an average cost of $1,420. In testimony before the Subcommittee on Human Resources of the House Committee on Education and Labor, the Department indicated that those who meet the income guidelines for the scholarship assistance are often so poor that they are unable to pay for the necessary training.

The Committee also is concerned that many potential low income applicants for scholarship assistance are unable to take advantage of it because their total family income makes them ineligible. Under current law, eligibility is set at 50 percent above the poverty line. However, this low limit on eligibility has severely limited the pool of potential applicants, excluding many people who wish to improve their skills and become better caregivers, but cannot afford to do so. To encourage more people to obtain needed training, the Committee has increased to eligibility level to 250 percent of the poverty line.

TITLE VII—AMENDMENTS RELATING TO DEMONSTRATION PARTNERSHIP AGREEMENTS ADDRESSING THE NEEDS OF THE POOR

H.R. 4151, as amended, includes a new initiative to develop innovative approaches to address the pressing problems and needs of disadvantaged youth. Section 701 of the legislation creates programs to develop such approaches and provide avenues to develop leadership and community involvement opportunities for youths aged 17 to 25 from populations experiencing conditions such as a high poverty rate, high unemployment, low laborforce participation, a high incidence of involvement in violence, and a high rate of incarceration.

The populations experiencing these conditions are disproportionately minority. The black and Hispanic poverty rate is twice that of the white poverty rate and has remained so for the past 20 years. For the last twenty years, minority unemployment has continued to be 2 to 3 times greater than that of the white population. Further, while only 22 percent of the white population lack a high school diploma, 36 percent of blacks and 48 percent of Hispanics lack such a degree.

The Committee believes that an investment in programs for disadvantaged persons from these special populations is critical to our country's future. Moreover, CSBG grantees, especially Community Action Agencies, are familiar with the target population and in some areas have already developed innovative approaches targeted to the needs of disadvantaged youth. Under the programs authorized in this section the Secretary may make grants to provide services to the target populations which may include remedial education, life skills instruction, community service and employment training, placement and follow-up, among others.

Section 702 authorizes the Demonstration Partnership Agreements for an additional four years, increasing the authorization from $5,000,000 to $10,000,000 in fiscal year 1991 and providing such sums as may be necessary for subsequent years. This section also authorizes the programs for special populations at $10,000,000 in fiscal year 1991 and such sums in fiscal years 1992 through 1994.

TITLE IX—COORDINATED SERVICES FOR CHILDREN, YOUTH, AND FAMILIES

Title IX of this legislation incorporates a number of proposals intended to improve the integration and coordination of programs serving children, youth, and families. The Committee is concerned that the current system of services is fragmented and disjointed, making it difficult, if not impossible, for children and families who are being served in one system to access needed services from another. This creates a situation in which problems of children and families not only go unmet but undetected and unresolved.

Through the inclusion of these proposals, the Committee hopes to articulate a national commitment to our nation's children, youth, and families and to encourage greater cooperation at federal, state and local levels. The Committee expects such cooperation to lead to more comprehensive and less duplicative services for families. Some analysts have attributed fragmentation to differing eligibility requirements for the variety of federal and state programs; others have blamed the categorical structure of service delivery, inadequate mechanisms for coordinated planning, or the logistical difficulties faced by familes who seek multiple services. The Committee expects the measures contained in this title to improve services directly and to generate greater understanding of the problems—and the solutions—in this area.

Chapters 1 and 2 of Subtitle A and Subtitle C in its entirety were introduced as S. 1911, the Young Americans Act of 1989. Chapter 4 of Subtitle A was introduced as S. 1761, the Family Resource Act. Chapter 1 of Subtitle B was introduced as S. 2054, the Primary Pediatric Outreach and Care Program of 1990. The other portions—Chapter 3 of Subtitle A and Chapter 2 of Subtitle B—were added during Committee action on H.R. 4151.

SUBTITLE A—ESTABLISHMENT OF ADMINISTRATION AND AWARDING OF GRANTS FOR PROGRAMS

The findings of this Subtitle (the Young Americans Act) outline the framework for a cohensive national policy for children, youth and their families.

Chapter 1: Administration of children, youth, and families

Chapter 1 establishes in statute the current Administration of Children, Youth, and Families (ACYF) within the Department of Health and Human Services and defined the role of the ACYF Commissioner. To the maximum extent practicable and consistent with the scope of his or her authority, the Committee expects the Commissioner to coordinate activities related to children, youth and families within the Department of Health and Human services. In addition, the Committee expects the Commissioner to encourage coordination of such activities with those carried out by other Federal departments and agencies. Except for the Subtitle B health care programs, all of the grant programs in this title are to be administered by the Commissioner.

Chapter 1 also creates a new Federal Council on Children, Youth and Families. The purpose of the 15-member body is to advise the President on matters relating to be special needs of young individuals (defined as individual under age 21, including young children). The Council is specifically directed to make recommendations concerning policy changes that can encourage coordination and reduce duplication of services. The Committee expected this Council of experts to examine the question of barriers to service delivery for families and children, especially the extent to which inconsistent requirements in categorical programs impede coordination of services for multi-problem families. From the Council's review of the status of children, youth and families and the Federal programs that serve them, the Committee expects the Council to recommend ways tc ensure that Federal programs are responsive and as comprehensive and coordinated as possible.

Chapter 2: Grants for State and community programs for children, youth, and families

Chapter 2 provides incentives to states to coordinate all programs and systems serving children, youth and families within the state to ensure comprehensive and coordinated public and private service delivery. The Committee expects such activity to allow states to adopt well-planned anticipative programs to ensure that policies and programs affecting children, youth and families will be foresighted rather than reactive.

Under section 31, states are eligible for grants to develop a service coordination plan for the state. The plan is to be developed by an independent state body appointed by the chief executive officer of the State. In order to facilitate coordination among state-level program, the independent body must include cabinet-level representation of all agencies with responsibility for programs affecting young individuals. In addition, the chief executive officer may appoint other experts from among a list of seven categories. The independent body may be an existing entity, as long as the existing entity is composed of the same parties and has the same scope of authority as specified in this bill. For example, an interagency body composed only of two agencies for the limited purpose of coordinating substance abuse prevention programs would not suffice; but an interagency body composed of all relevant state agencies (as well as other appointees from the categories specified in section 929) with a broad coordination mandate could be utilized to carry out the function of this section.

Plan development must include a needs assessment, the compilation of an inventory of existing services, and identification of service barriers and service gaps. For purposes of the needs assessment, data available to the state with respect to categories designated in section 930 should be compiled and analyzed in a report entitled the "State of the Child". The plan should contain recommendations for ways in which barriers can be reduced, options to fill gaps in services, and to generally increase collaboration among state agencies and in local service delivery.

Under section 32, states are eligible for grants to provide services identified as necessary through the planning process described above. Funding is available for services which are community-based and coordinated in nature and which address the categories of young individuals' needs addressed by the Young Americans Act as a whole. Because these funds are made available to fill identified service gaps, and because the interagency state entity will be involved in developing funding distribution proposals for inclusion in the state plan, the Committee expects these funds to be carefully targeted and not to be used to duplicate services funded by other means.

Chapter 3: Family resource and support program grants

Chapter 3 establishes a new program for competitive grants to states to fund local family resource and support programs. These family resource programs are designed to coordinate local service delivery for families by providing access to a range of services at one location, through both direct service delivery and referral.

The programs are to provide "core services" intended to strengthen families: services to assist parents in parenting, early developmental screening for children, and outreach, community referral and follow up services. Such programs are operating successfully in a number of states. Examples include Family Support Centers throughout Maryland, Family Focus programs in inner-city locations in Illinois, and Avance in San Antonio, Texas. In addition, the Committee is familiar with Parents as Teachers programs and expects that such programs may be appropriate as providers of the parenting skill services (by contract with the community-based organization) or as providers of the family resoruce and support services as a whole. The Committee intends funding under this chapter to be available for expansion of existing programs and for the establishment of new programs.

The Committee expects that these programs will be planned and operated at every stage in collaboration with health, social service and education programs, so that a less categorical and more comprehensive system of services to families will result. In addition, the Committee expects that these programs will ensure strong parental involvement in their design and operation. Although no income eligibility or location is specified for these programs (since their services are of value to a wide range of families), priority in awarding local grants should be given to programs serving low-income communities and new parents.

Chapter 4: National clearinghouse

Chapter 4 promotes the establishment of successful local family resource programs by making available information and technical assistance. This will be done by a national center which will serve as a clearinghouse and will develop appropriate methods for disseminating information (such as staff training opportunities, materials, and state-wide networks of programs). The Committee expects that this function will be carried out by an organization which has expertise in providing assistance to family support and parenting programs in a variety of communities and states throughout the country.

SUBTITLE B—COORDINATED HEALTH CARE FOR CHILDREN

Chapter 1: Primary pediatric outreach and care

Chapter 1 supports coordinated outreach programs to assist homeless and disadvantaged children. It recognizes that many families are too dysfunctional or deprived to provide for their children's most basic needs (health care, immunization, food supplementation). This chapter fosters an important intervention arm to the coordinated services provisions of Title IX by finding and reaching these otherwise isolated children. Support is directed to programs centered at major hospitals or community health centers that provide mobile health and social services. An example of such programs is the New York Children's Health Project, which was described at the October 4, 1989, hearing on homeless children conducted by the Subcommittee on Children, Family, Drugs and Alcoholism.

Chapter 2: Grants for access to health care

Chapter 2 establishes a $10 million Federal grant program to fund demonstration projects to increase the enrollment of eligible pregnant women and children in Medicaid. Grant recipients would be private non-profit organizations and local public agencies with strong community support and demonstrated linkages to other community programs serving low-income women and children.

Projects would be designed to make personal contacts with potentially eligible persons, including coordinated efforts to identify eligible persons, facilitate their Medicaid enrollment, and provide follow-up assistance. In addition, these projects would collect valuable data, for example, regarding barriers to enrollment and the numbers of eligible, but non-enrolled, women and children in need.

SUBTITLE C—WHITE HOUSE CONFERENCE ON YOUNG AMERICANS

This subtitle requires the President to call a White House Conference on Young Americans in 1991. The purpose of this conference is to examine existing programs for young individuals and to develop recommendations for national policy in this area. The

Committee expects the conference to bring together experts and representatives of all levels of government, of the public, and of children, youth and their families. The Committee expects the conference to be structured in such a way that proposals for addressing fragmentation of services and for developing a more coherent national youth policy will emerge. Within 180 days after the conference, the Secretary is required to prepare a report with the findings and policy recommendations of the conference for forwarding to the President.

V. COST ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, July 20, 1990.

Hon. EDWARD M. KENNEDY,
Chairman, Committee on Labor and Human Resources, U.S. Senate,
Washington, DC.

DEAR CHAIRMAN: The Congressional Budget Office has prepared the attached cost estimate for H.R. 4151, the Human Services Reauthorization Act of 1990, as ordered reported by the Committee on Labor and Human Resources on June 27, 1990.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

ROBERT D. REISCHAUER.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: H.R. 4151.
2. Bill title: Human Services Reauthorization Act of 1990.
3. Bill status: As ordered reported by the Senate Committee on Labor and Human Resources on June 27, 1990.
4. Bill purpose: This bill authorizes appropriations for fiscal years 1991 through 1994 to carry out the Head Start Act, the Follow Through Act, the Community Services Block Grant Act, the Low-Income Home Energy Assistance Act of 1981, the State Dependent Care Development Act, the Child Development Associate Scholarship Assistance Act, the Demonstration Partnership Agreements Addressing the Needs of the Poor, and the Comprehensive Child Development Centers Act. The bill also provides for the provision and coordination of services for children, youth, and families. In addition, H.R. 4151 calls for a longitudinal study of participants in the Head Start programs.
5. Estimated cost to the Federal Government:

[By fiscal years, in millions of dollars]

	1991	1992	1993	1994	1995
TITLE I					
Head Start:					
Authorization level	2,386	4,273	5,924	7,660	
Estimated outlays	1,193	3,210	5,004	6,709	3,743
Longitudinal study:					
Estimated authorization level	2	2	2	2	2
Estimated outlays	1	2	2	2	2

[By fiscal years, in millions of dollars]

	1991	1992	1993	1994	1995
TITLE II					
Low-Income Home Energy Assistance Act:					
Estimated authorization level	2,150	4,410	2,405	2,501	
Estimated outlays	1,957	2,354	2,394	2,411	2,351
Incentive programs for leveraging non-Federal Resources:					
Authorization level		25	50	50	
Estimated outlays		22	47	50	6
TITLE III					
Follow through Act:					
Estimated authorization level	20	21	22	22	
Estimated outlays	2	16	20	22	20
TITLE IV					
State dependent care development grants:					
Estimated authorization level	20	21	22	22	
Estimated outlays	5	19	21	22	17
TITLE V					
Community service block grants:					
Authorization level	452	460	480	500	
Estimated outlays	307	457	474	494	160
Community Food and Nutrition:					
Authorization level	10	15	20	5	
Estimated outlays	7	13	18	23	8
TITLE VI					
Child development associate scholarship assistance:					
Estimated authorization level	3	3	3	3	
Estimated outlays	1	3	3	3	3
TITLE VII					
Demonstration partnership agreements addressing the needs of the poor:					
Estimated authorization level	20	21	22	22	
Estimated outlays	19	21	22	22	1
TITLE VIII					
Comprehensive Child Development Centers Act:					
Authorization level	25	25	25	50	
Estimated outlays	6	23	25	31	36
TITLE IX					
Subtitle A					
Chapter 1—Administration on Children, Youth, and Families:					
Estimated authorization level	1	1	1	1	
Estimated outlays	0	1	1	1	1
Chapter 2—Grants for State and community programs:					
Estimated authorization level	16	17	17	18	
Estimated outlays	4	15	17	17	13
Chapter 3—Family resource and support program grants:					
Estimated authorization level	60	62	65	67	
Estimated outlays	15	56	63	65	50
Chapter 4—Establishment of National Clearinghouse:					
Estimated authorization level	2	2	2	3	
Estimated outlays	2	2	2	3	(1)
Evaluation of family resource and support programs:					
Estimated authorization level	1	1	1	1	
Estimated outlays	1	1	1	1	(1)

[By fiscal years, in millions of dollars]

	1991	1992	1993	1994	1995
Subtitle B					
Primary pediatric care:					
Estimated authorization level	10	10	11	11	12
Estimated outlays	6	9	11	11	11
Access to health care:					
Authorization level	10	10	10		
Estimated outlays	6	9	10	5	1
Subtitle C					
White House Conference on Young Americans:					
Estimated Authorization level	4				
Estimated outlays	1	3			
Bill total:					
Estimated authorization level	5,192	9,379	9,082	10,960	14
Estimated outlays	3,532	6,237	8,135	9,893	6,423

[1] Less than $500,000.

Note.—Numbers may not add to totals due to rounding.

The costs of this bill fall in function 500.

Basis of estimate: H.R. 4151 reauthorizes the Head Start Act (Title I) and the Community Services Block Grant Act (Title V) for fiscal years 1991–1994 at the specific amounts shown above. The bill authorizes $50 million a year in 1991–1994 for the Comprehensive Child Development Centers Act (Title VIII). Because these centers currently are authorized through 1993 at $25 million a year, only the increase is shown in the table. The bill also reauthorizes the Follow Through Act (Title III), the State Dependent Care Development Grants Act (Title IV), the Child Development Associate Scholarship Assistance Act (Title VI), and the Demonstration Partnership Agreements (Title VII) for specific 1991 amounts and such sums as may be necessary for 1992–1994. The estimated authorizations for these four programs for 1992–1994 are the 1991 levels adjusted for projected annual inflation. A discussion of the estimates for other programs within Title I and for Titles II and IX follows.

Title I—Section 115 requires the Secretary of Health and Human Services to conduct a longitudinal study of the effects of participation in Head Start Programs. Several provisions pertaining to the design of the study are mandated with the bill: the study shall cover a minimum of 20 years, an advisory council shall be established, control groups must be used, and the study shall be based on a sample representing the national population and subpopulations.

For this estimate, CBO made several assumptions regarding the design of the study. Since H.R. 4151 does not specify a sample size, CBO has assumed that 4,000 participants in the Head Start program will be necessary to constitute a credible comparison. Because of potential problems of tracking children over time, CBO assumes that only two-thirds of the initial sample could be located at the end of the study. Therefore, the estimate assumes an initial sample of 6,000 Head Start participants would be used to produce an approximate final sample of 4,000.

CBO assumes an annual evaluation of the sample. Based on cost estimates of comparative studies and on estimates suggested by several consulting firms, the estimated authorization is $2 million for 1991. The authorizations for 1992-1995 are the 1991 amount adjusted for projected annual inflation.

Title II—H.R. 4151 also amends the Low-Income Home Energy Assistance Act of 1981. Section 202 amends the current law to make funds available for obligation by the Low-Income Home Energy Assistance Program (LIHEAP) on a program year basis beginning in fiscal year 1992. Amounts appropriated to LIHEAP would be made available for obligation on the basis of a program year beginning on July 1 of the fiscal year for which the appropriation is made. Amounts appropriated in 1992 would be available to fund activities for the year beginning October 1, 1991 (fiscal year 1992) and for the first 9 months of fiscal year 1993. Section 203 reauthorizes funding of LIHEAP in the amounts of $2,150 million in 1991, $2,230 million in 1992, and such sums as are necessary in fiscal years 1992, 1993, and 1994. The 1992 estimate includes both the specific authorized amount of $2,230 million and $2,180 million for 9 additional months of funding. The figure for 9 months reflects authorizations for a comparable period in the previous 12 months, adjusted for projected inflation. The 1993 and 1994 figures were computed in a similar fashion, except that the amounts fund the program for a full 12 months.

This estimate assumes full appropriation of the authorized amounts. The estimated authorization for LIHEAP appropriations assumes full forward funding in fiscal year 1992. Outlay estimates are based on historical spending patterns for this program, adjusted to reflect new program years.

Section 2607.A would establish an incentive grant program for states to help low-income households meet energy needs. This section authorizes the appropriation of $25 million in 1992 and $50 million in each of the succeeding two years.

Title IX—This title of the bill establishes several new programs to provide for the provision and coordination of services for children, youth, and families.

Chapter 1 authorizes $1 million in 1991 to establish an Administration on Children, Youth, and Families. This program would be funded one year in advance. Therefore, outlays related to the 1991 authorization would not begin until fiscal year 1992. The estimated authorizations for 1992-1994 are the 1991 level adjusted for projected annual inflation. Also, this chapter authorizes $200,000 in each of the years 1991-1994 for the salaries of the staff and council, as well as funds to prepare an annual report.

The 1991 authorization level for Grants for State & Community Programs, instituted under Chapter 2, assumes the minimum allotment to each state of $300,000 and the minimum allotment of $75,000 to each eligible territory as stated in the bill. The 1992-1994 estimated authorization levels are the 1991 level adjusted for annual inflation.

Chapter 3 is authorized $60 million for 1991 and such sums as necessary for the years 1992-1994. The amount for each of the years 1992-1994 is the 1991 authorization adjusted for projected inflation.

Also, section 60 authorizes $2.3 million for 1991 to establish a national center for the collection and provision of programmatic information and technical assistance. Finally, $700,000 is authorized in 1990 and such sums as necessary for 1991-1994 to conduct evaluations of the programs carried out under Chapter 3. Because this is the only 1990 authorization in the bill, it is not displayed in the table.

Subtitle B would authorize the Secretary of Health and Human Services (HHS) to make grants or enter into contracts with nonprofit organizations to provide primary pediatric care to economically disadvantaged children. The bill provides $10 million in 1991 and such sums as may be necessary thereafter for this provision. CBO estimated the authorization levels for fiscal years 1992 to 1995 by increasing the 1991 authorization by projected inflation.

This subtitle also would authorize the Director of the Bureau of Maternal and Child Health and Resources Development to make grants for demonstration projects to assist pregnant women and children in establishing eligibility for Medicaid assistance. The Secretary of HHS would have to conduct a study of the impacts of these demonstration projects and report the results to Congress by the end of fiscal year 1993. Authorization levels for these provisions were stated in the bill.

Subtitle C authorizes the President to call a White House Conference on Young Americans in 1991. CBO assumes the expenses for this conference to be similar to a conference held in 1988. Therefore, the estimated authorization level for 1991 is the total cost of the 1988 conference adjusted for inflation.

Outlay Estimates.—Estimated outlays for all titles assume full appropriation of authorized amounts and reflect the current spending patterns of the similar programs.

6. Estimated cost to state and local government: Head Start Demonstration Grants, Follow Through Grants, Demonstration Partnership Agreements, and Family Support and Resource Programs would require a state to file an application for consideration to receive federal funds. If federal funds were to be given to any state, these funds would cover only 80 percent of the total program cost. The remaining 20 percent would have to be provided by state and local governments or private entities.

Section 2607A, the incentive program in the Low-Income Home Energy Assistance Act for leveraging non-federal resources, might result in additional costs for state governments. The magnitude of these costs is uncertain.

Chapter 2 (Grants for State and Community Programs for Children, Youth, and Families) requires each state to submit a state plan. The state or local public sources must provide a minimum of 25 percent of the cost of the state plan. Federal funds would be provided for the remaining cost.

7. Estimate comparison: None.

8. Previous CBO estimate: On May 7, 1990 CBO prepared an estimate for H.R. 4151 as ordered reported by the House Committee on Education and Labor. This bill differs in a number of ways from H.R. 4151, as ordered reported by the House Committee on Education and Labor.

9. Estimate prepared by: Diane Celuch, Karen Graham, and Sandy Clark.

10. Estimate approved by: C.G. Nuckols (for James L. Blum, Assistant Director for Budget Analysis).

VI. REGULATORY IMPACT STATEMENT

Pursuant to Section 602 of Senate Resolution 4 concerning the regulatory impact of proposed legislation, the Committee has determined that there will be a minimal increase in regulatory burden or paperwork imposed by the bill.

VII. SECTION-BY-SECTION ANALYSIS

Title I—Head Start

SUBTITLE A—AMENDMENTS TO THE HEAD START ACT

Section 101 provides the short title of the title, "The Head Start Expansion and Quality Improvement Act".

Section 102 amends section 636(b) of the Act to include non-English language background children in the administrative arrangements used by HHS for special groups.

Section 103 amends section 639 of the Act to authorize appropriations for an additional four years: $2.386 billion in fiscal year 1991; $4.273 billion in fiscal year 1992; $5.924 billion for fiscal year 1993; and $7.660 billion for fiscal year 1994.

Section 104 amends section 640(a) of the Act to establish a floor on amount of funds that must be spent on Indian and migrant Head Start programs; reserves a minimum of 2 percent for training and technical assistance; reserves a percentage of the total appropriation for quality improvement activities, including compensation of Head Start staff, once appropriations exceed a trigger designed to protect current services; and reserves funds for Parent-Child Centers. The Parent-Child Centers are authorized at $30,000,000 in fiscal year 1991, $31,200,000 in fiscal year 1992, $32,448,000 in fiscal year 1993, and $33,745,920 in fiscal year 1994.

Section 105 amends section 640 of the Act to require the Secretary to develop procedures for locally-designed or specialized services delivery models, and to require allocation of funds to maintain prior year services (taking into account inflation) before using appropriations increases to expand the number of children.

Section 106 amends section 641(c) of the Act to clarify the designation of successor Head Start agencies and to require that each Head Start program be reviewed at least once every three years. Such review should measure compliance with Head Start performance standards and, to the maximum extent practicable, use HHS employees to supervise and conduct the reviews.

Section 107 amends section 642(c) of the Act to expand the coordination requirements for Head Start programs.

Section 108 amends section 644(b) of the Act to clarify the basis for calculating administrative costs for the program.

Section 109 amends section 644 of the Act to emphasize the labor-management neutrality of Head Start funds by clarifying that they shall not be used to assist, promote, or deter union organizing.

Section 110 amends section 645(a)(2) of the Act to make a technical date change relating to the method of calculating income used to determine eligibility.

Section 111 amends section 646 of the Act to extend current funding termination protections to grantees whose financial assistance under the Act is reduced and to assure the continuation of provisions in the Code of Federal Regulations prescribing notice and hearing protection for Head Start grantees.

Section 112 amends section 648 of the Act to establish in statute a proposed HHS regulation requiring that each Head Start classroom have at least one teacher with, at minimum, a Child Development Associate credential.

Section 113 amends section 649 of the Act to require a study of effective models for serving infants and toddlers, a study of the effectiveness of Head Start services provided in family day care settings, and biennial report on the status of children in Head Start programs.

Section 114 amends section 651 of the Act to encourage funding of community-based cooperative research efforts.

Section 115 creates a new section 651A of the Act to provide for a longitudinal study of Head Start participants. The section authorizing appropriations is amended to authorize such sums as may be necessary for this study.

Section 116 amends section 652(a) of the Act to provide for the annual issuance of a poverty line for use in determining Head Start eligibility. Section 637 of the Act is amended to provide that this shall be the official poverty line (as defined by the Office of Management and Budget) adjusted for inflation or the fiscal 1990 poverty line adjusted for inflation, whichever is greater.

Section 117 amends section 653 of the Act to encourage the use of salary scales based on training and experience.

Section 118 amends section 645(c) of the Act to prohibit any rule or guideline that would restrict the ability of Head Start grantees to serve children from age 3 to the age of compulsory school attendance for more than one year.

Section 119 makes technical amendments to section 643 of the Act.

SUBTITLE B—HEAD START TRANSITION PROJECT

Section 121 provides the short title, the "Head Start Transition Project Act."

Section 122 contains definitions.

Section 123 authorizes demonstration grants to provide supportive services to elementary school children (ages 5 through 8) and their families and to promote parental involvement.

Section 124 defines eligibility for grants to include Head Start agencies, local education agencies, and consortia including nonprofit agencies or institutions of higher education.

Section 125 establishes requirements for awarding grants.

Section 126 establishes application requirements.

Section 127 provides for evaluation and reporting by the Secretary and grantees.

Section 128 establishes the federal share of project costs.

Section 129 authorizes a set-aside of $20 million from Head Start appropriations in fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994.

Title II—Amendments to the Low-Income Home Energy Assistance Act of 1981

Section 201 specifies that expressions of amendments or repeals refer to sections or other provisions of the Low-Income Home Energy Assistance Act of 1981.

Section 202 amends section 2602 of the Act to change the funding of LIHEAP activities to a program year basis. The program year will begin on July 1 of the fiscal year for which the appropriation is made.

Section 203 amends section 2602(b) of the Act to authorize appropriations for an additional four years as follows: $2.150 billion for fiscal year 1991, $2.230 billion for fiscal year 1992, and such sums as may be necessary for fiscal years 1993 and 1994. The authorization is subject to the provisions of the forward funding section.

Section 204 amends section 2604(f) of the Act to gradually phase out the authority to transfer funds to other programs.

Section 205 amends section 2605(b) of the Act to require the use of community-based organizations for outreach and intake, beginning in 1992, and to require the establishment of a system for complaints about compliance with Federal statutes and regulations.

Section 206 amends section 2605(k) of the Act to prescribe the conditions under which a state may receive a waiver to use up to 25 percent of its allotment for weatherization.

Section 207 amends section 2607(b)(2)(B) of the Act to reduce, from 15 percent to 10 percent, the amount of funds that a state may carry forward into the next fiscal year.

Section 208 creates a new section 2607A of the Act to establish an incentive fund to promote the leveraging of additional energy resources for qualified low-income households.

Title III—Amendments to the Follow Through Act

Section 301 makes technical amendments.

Section 302 amends section 662 of the Act concerning grants to entities to provide direct services:

- —to give priority for grants to programs in schools that are designated for schoolwide projects under section 1015(a) of the Elementary and Secondary Education Act of 1965;
- —to clarify that local programs must adopt one of the Follow Through models for which training and technical assistance is provided;
- —to prohibit the Secretary from refusing to fund programs providing Follow Through services during periods when the school is not in regular session or providing services at more than one school; and
- —to require the Secretary to provide sufficient funds to programs to provide required services.

Section 303 establishes a new section 663 of the Act to delineate application requirements for grants to provide direct services.

Section 304 strikes section 664 of the Act on research and demonstration and substitutes new sections that (1) authorize the Secretary to make grants to conduct research, to provide technical assistance and training, and to allow entities operating effective Follow Through models to act as resources to promote the adoption of their programs and (2) require the Secretary to disseminate information on model Follow Through approaches.

Section 305 makes a technical change.

Section 306 amends section 666(a) of the Act to add an evaluation component to assess the impact of the addition of comprehensive Follow Through services on students receiving services under Chapter 1 of Title I of the Elementary and Secondary Education Act of 1965.

Section 307 repeals section 670 of the Act and inserts a new section 667 to authorize appropriations of $20 million for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994. It establishes a Federal share of 80 percent for programs receiving funds to provide direct services.

Section 308 inserts a new section 667A to require the Secretary to facilitate the participation of Follow Through grantees in training and technical assistance activities provided by other Federal education programs.

Section 209 makes a technical amendment.

Title IV—State Dependent Care Development Grants Act

Section 401 amends section 670A of the Act to authorize appropriations of $20 million for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994.

Section 402 amends section 670D of the Act to allow funds received under the Act to be used for operating costs and to remove restrictions on locations in which school-age child care may be provided.

Section 403 amends section 670E(c) of the Act to specify reporting requirements for state chief executive officers.

Section 404 makes technical amendments.

Title V—Amendments to the Community Services Block Grant Act

Section 501 amends section 672(b) of the Act to authorize appropriations for the Community Services Block Grant of $451.5 million for fiscal year 1991, $460 million for fiscal year 1992, $480 million for fiscal year 1993, and $500 million for fiscal year 1994. It amends section 681A(c) of the Act to authorize appropriations for the Community Food and Nutrition Program of $10 million in fiscal year 1991, $15 million in fiscal year 1992, $20 million in 1993, and $25 million in 1994.

Section 502 amends section 673(1) of the Act to provide that priority shall be given to organizations with tripartite boards in designating new eligible entities in unserved areas.

Section 503 amends section 674(a) to increase the minimum state allocation under the block grant if appropriations reach a certain level.

Section 504 amends section 681 of the Act to permit rural housing projects to participate in the planning and development of low-income rental housing, and to specify the activities that are to be included in programs for low-income youth.

Section 505 amends section 681A (Community Food and Nutrition) to provide that appropriations up to $5,000,000 shall be allocated among state and local programs and to provide that appropriations in excess of $5,000,000 be allocated among state, local, and national programs.

Section 506 creates a new section 682 providing for an annual report on Community Services Block Grant programs.

Section 507 makes a technical change.

Title VI—Amendments to the Child Development Associate Scholarship Assistance Act of 1985

Section 601 amends section 603 of the Act by permitting, at the option of a state, that not more than 50 percent of such state's funds may be used for training necessary for credentialing.

Section 602 amends section 604 of the Act to change the income eligibility requirements from 150 percent of poverty to 250 percent of poverty.

Section 603 amends section 606 of the Act to authorize appropriations of $3 million for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994.

Title VII—Amendments Relating to Demonstration Partnership Agreements Addressing the Needs of the Poor

Section 701 amends section 408 of the Human Services Reauthorization Act of 1986 to establish a grant program for services to special populations of youth experiencing a variety of adverse economical and social conditions.

Section 702 amends section 408(f) of the Human Services Reauthorization Act of 1986 to authorize appropriations of $10 million each for the basic grants and the grants for special populations for fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994.

Title VIII—Amendments to the Comprehensive Child Development Centers Act

Section 801 amends section 670T(a) of the Omnibus Reconciliation Act of 1981 to authorize appropriations for the Comprehensive Child Development Centers of $50 million in fiscal years 1991 through 1994.

Title IX—Coordinated Services for Children, Youth, and Families

Section 901 provides the short title, the "Coordinated Services for Young Americans Act of 1990."

Section 902 contains findings.

SUBTITLE A—ESTABLISHMENT OF ADMINISTRATION AND AWARDING OF GRANTS FOR PROGRAMS

Section 911 provides the short title, the "Young Americans Act of 1990".

Section 912 contains definitions.

Chapter 1: Administration of Children, Youth, and Families

Sections 915, 916, 917 establish into law the current Administration of Children, Youth, and Families (ACYF) and define the role of the Commissioner.

Section 918 establishes a 15-member Federal Council on Children, Youth and Families to advise the President on matters relating to the special needs of young individuals. Authorization $200,000.

Section 919 defines the duties of the Commissioner, outlines the utilization of services and facilities, requires publication of regulations, and authorizes appropriations of $1 million in fiscal year 1991 and such sums as may be necessary for fiscal years 1992 through 1994.

Chapter 2: Grants for State and Community Programs for Children, Youth, and Families

Section 925 states that the purpose of these grants is to encourage and assist state and local agencies to coordinate services and concentrate resources in order to ensure that services for young individuals are more effective and comprehensive.

Section 926 contains a definition.

Section 927 describes the scope of cooperative arrangements which will be funded by grants.

Section 928 directs the Commissioner to administer programs under this chapter through the ACYF and specifies that the Commissioner may request technical assistance and cooperation from other Federal agencies and departments.

Section 929 describes the independent state body that a state must use to evaluate service needs and to coordinate services at the state level and specifies the duties of this interagency body.

Section 930 describes the requirements for a state plan: plans are to be developed by the independent State body, to contain a system for distribution of funds that increases systematic collaboration among all service providers (joint planning, joint financing, joint service delivery, common intake and assessment) and to identify service gaps.

Section 931 permits grants to States for up to 75% of costs of development of plans for greater coordination of services for young individuals.

Section 932 authorizes the grants to States under approved State plans to demonstrate successful program approaches to fill service gaps identified through state and area advocacy efforts. Up to 85% of eligible services: comprehensive, coordinated services for young individuals, in areas such as shelter, health care, education, employment, participation in community service, and prevention of abuse.

Section 933 authorizes such sums as are necessary in fiscal years 1991 through 1994 for state coordination and for local supportive services. The allotment formula is based on the State population under age 21, with a minimum of $300,000 per state.

Chapter 3: Grants for Family Resource and Support Programs

Section 941 provides the short title, the "Family Resource and Support Act of 1990".

Section 942 states that the purpose is to create community-based programs to strengthen family unity and integrity by teaching parenting skills, resource networking and counseling, and collaborating with and referring to other community services.

Section 943 contains definitions.

Section 944 authorizes competitive grants made by the Secretary of HHS to States to establish local family resource and support programs through the cooperation of existing and relevant State agencies.

Section 945 authorizes one-year planning grants not to exceed $150,000.

Section 946 authorizes operational grants awarded competitively by the Secretary of HHS. The one-year grants range from $1.5 million to $4 million, and are for 80% of the cost for establishing and/or expanding family support and resource programs. The State's application must include: details of the proposed programs, the target population, how existing services will be involved, preference for low-income communities and new parents, efforts to maintain cultural diversity, a detailed budget, criteria for awarding local grants, guidelines for requiring parental involvement, methodology for evaluating program effectiveness, plans for training and technical assistance. Awards criteria include the operational plan, guidelines for parental involvement, and a detailed budget.

Section 947 requires States to establish programs that include parentally-involved community planning, health care, social services, outreach, follow-up, and referrals in collaboration with other local agencies.

Section 948 requires States to utilize interagency planning to provide guidance and policy for the family resource and support programs and to monitor implementation.

Section 949 authorizes appropriations of $60 million for fiscal year 1991 and such sums for fiscal years 1992 through 1994.

Chapter 4: National Clearinghouse

Section 955 provides the short title, the "Family Resource Act".

Section 956 states findings and purpose.

Section 957 contains definitions.

Section 958 requires the Secretary of HHS to establish a national center to collect and provide program information and technical assistance relating to all type of family resource and support programs. The Center will serve as clearinghouse, maintain and disseminate relevant information, develop appropriate training institutes and curricula, and identify model programs and methods of collecting data on children and families.

Section 959 provides for evaluations.

Section 960 authorizes appropriations for the center at $2.3 million for fiscal year 1991 and such sums as necessary thereafter and for evaluations at $700,000 for fiscal year 1991 and such sums as necessary thereafter.

SUBTITLE B—COORDINATED HEALTH CARE FOR CHILDREN

Chapter 1: Primary Pediatric Outreach and Care

Section 971 provides the short title, the "Primary Pediatric Outreach and Care Program".

Section 972 amends Part C of Title III of the Public Health Service Act by adding section 328, "Primary Pediatric Care for Disadvantaged Children Program". Authorizes the Secretary of HHS to make grants and contracts to provide quality primary pediatric care to disadvantaged children lacking access to such care. Eligible activities include child outpatient facilities, mobile medical units, follow-up systems, prenatal care, substance abuse prevention and counseling, mental health services, and comprehensive care for children with special, disabling, chronic illness. Authorizes appropriations of $10 million of fiscal year 1991 and such sums as necessary thereafter.

Chapter 2: Grants for Access to Health Care

Section 975 amends Part D of Title III of the Public Health Service Act by adding after section 340 "Demonstration Grants for Medicaid Referral". Directs the Director of the Bureau of Maternal and Child Health to make grants for demonstration projects to assist pregnant women and children establish eligibility for Medicaid. Application must include a description of services and qualifications, and familiarity with the community to be served. Eligible organizations are community-based organizations, e.g., visiting nurse programs, Head Start, Family Resource and Support Programs, church-related services. The Secretary shall conduct a study on the impact of these demonstration programs. Authorizes appropriations of $10 million for fiscal year 1991 and such sums as necessary thereafter.

SUBTITLE C—WHITE HOUSE CONFERENCE ON YOUNG AMERICANS

Section 981 provides the short title, the "White House Conference on Young Americans Act of 1990".

Section 982 contains findings.

Section 983 requires the President to call a White House Conference on Young Americans in 1991 to develop recommendations for further action in the field of young individuals and their families in order to ensure that Young Americans—"the nation's most valuable resource"—are adequately provided for.

Section 984 specifies the related administrative duties.

Section 985 provides for a Conference advisory committee.

Section 986 authorizes the appropriation of such sums as are necessary for fiscal years 1991 and 1992.

Title X—Effective Dates

Section 1001 prescribes the general and specific effective dates relative to the amendments made by this Act.

VIII. COMMITTEE ACTION

On June 27, 1990, the Chairman of the Committee on Labor and Human Resources, Senator Kennedy, convened an Executive Session of the Committee to consider H.R. 4151.

The Chairman first recognized Senator Dodd to offer an amendment in the nature of a substitute to H.R. 4151, as referred to the Committee. Senator Jeffords offered an amendment to Section 204 of the substitute (state allotments for LIHEAP) which was adopted by voice vote. Senator Dodd then offered an amendment to the substitute adding Title IX (coordinated services for children, youth, and families) which was adopted by voice vote. The Committee than adopted the substitute, as amended, by voice vote.

The Committee adopted H.R. 4151, the Human Services Reauthorization Act, as amended by the substitute, by a unanimous rollcall vote of 16 yeas, 0 nays.

YEAS	NAYS
Kennedy	
Pell	
Metzenbaum	
Dodd	
Simon	
Harkin	
Adams	
Mikulski	
Bingaman	
Hatch	
Kassebaum	
Jeffords	
Coats	
Thurmond	
Durenberger	
Cochran	

IX. CHANGES IN EXISTING LAW

In compliance with rule XXVI paragraph 12 of the Sanding Rules of the Senate, the following provides a print of the statute or the part of section thereof to be amended or replaced (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

PUBLIC LAW 97-35

* * * * * * *

Subchapter B—Head Start Programs

* * * * * * *

STATEMENT OF PURPOSE AND POLICY

SEC. 636. (a) * * *

* * * * * * *

(b) In carrying out the provisions of this subchaper, the Secretary of Health and Human Services shall continue the administrative arrangement responsible for meeting the needs of migrant, *non-English language background*, and Indian children and shall assure that appropriate funding is provided to meet such needs.

DEFINITIONS

SEC. 637. For purposes of this subchapter:

* * * * * * *

(2) The Term "State" means a State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, the Virgin Islands, **[**the Trust Territory of the Pacific Islands,**]** *the Federated States of Micronesia, the Republic of the Marshall Islands, Palau,* and the Commonwealth of the Northern Mariana Islands.

* * * * * * *

(4) The term "adjusted appropriation" means—

(A) with respect to the first fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, 110 percent of the amount appropriated under section 639(a) for the preceding fiscal year, adjusted to reflect the percentage change in the Consumer Price Index For all Urban Consumers (issued by the Bureau of Labor Statistics) occurring in the 1-year period ending immediately before the fiscal year with respect to which a determination is made under section 640(a)(3)(A); and

(B) with respect to each subsequent fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, the amount appropriated under section 639(a) for the preceding fiscal year adjusted to reflect the percentage change in the Consumer Price Index For All Urban Consumers (issued by the Bureau of Labor Statistics) occurring in the 1-year period ending immediately before the fiscal year with respect to which a determination is made under section 640(a)(3)(A).

(5) The term "quality improvement funds" means—

(A) with respect to the first fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, 10 percent of the amount appropriated under section 639(a) for such fiscal year; and

(B) with respect to each subsequent fiscal year for which funds are required by section 640(a)(3)(A) to be reserved, 25 percent of the portion of the amount appropriated under section 639(a) for such fiscal year that exceeds the adjusted appropriation for such fiscal year.

(6) The term "Head Start classroom" means a group of children supervised and taught by two paid staff members (a teach-

er and a teacher's aide or two teachers) and, where possible, a volunteer.

(7) The term "poverty line" means—

(A) the official poverty line (as defined by the Office of Management and Budget) adjusted to reflect the percentage change in the Consumer Price Index for All Urban Consumers, issued by the Bureau of Labor Statistics, occurring in the 1-year period or other interval immediately preceding the date such adjustment is made; or

(B) the poverty line (including any revision thereof) applicable to this subchapter for fiscal year 1990, adjusted to reflect the percentage change in the Consumer Price Index for All Urban Consumers, issued by the Bureau of Labor Statistics, occurring in the period beginning October 1, 1989, and ending immediately before the date such adjustment is made;

whichever is greater.

AUTHORIZATION OF APPROPRIATIONS

SEC. 639 *(a)* There are authorized to be appropriated for carrying out the provisions of this subchapter *(other than section 651A)* [$1,198,000,000 for fiscal year 1987, $1,263,000,000 for fiscal year 1988, $1,332,000,000 for fiscal year 1989, and] $1,405,000,000 for fiscal year 1990, *$2,386,000,000 for fiscal year 1991, $4,273,000,000 for fiscal year 1992, $5,924,000,000 for fiscal year 1993, and $7,660,000,000 for fiscal year 1994. Of the amounts appropriated under this subsection, the Secretary shall reserve $20,000,000 for fiscal year 1991, and such sums as may be necessary in each of the fiscal years 1992, 1993, and 1994, to carry out the Head Start Transition Project Act.*

(b) There are authorized to be appropriated to carry out section 651A, such sums as may be necessary.

ALLOTMENT OF FUNDS; LIMITATIONS ON ASSISTANCE

SEC. 640. (a)(1) Of the sums appropriated pursuant to section 639 for any fiscal year beginning after September 30, 1981, the Secretary shall allot such sums in accordance with paragraphs (2) [and (3).] *through (5).*

(2) The Secretary shall reserve 13 percent of the amount appropriated for each fiscal year for use in accordance with the following order of priorities—

(A) Indian and migrant Head Start programs and services for handicapped [children, except that there shall be made available for use by Indian and migrant Head Start programs, on a nationwide basis, no less funds for fiscal year 1987 and each subsequent fiscal year than were obligated for use by Indian and migrant Head Start programs for fiscal year 1985] *and non-English language background children, except that there shall be made available for each fiscal year for use by Indian and migrant Head Start programs, or a nationwide basis, not less than the amount that was obligated for use by Indian and migrant Head Start programs for fiscal year 1990;*

(B) payment to Guam, American Samoa, [the Trust Territory of the Pacific Islands,] *the Federated States of Micronesia, the Republic of the Marshall Islands, Palau, the Commonwealth of* the Northern Mariana Islands, and the Virgin Islands according to their respective needs, except that such amount shall not exceed one-half of 1 percent of the sums appropriated for any fiscal year;

(C) training and technical assistance activities which are sufficient to meet the needs associated with program expansion and to foster program and management improvement activities as described in section 648 of this subchaper, in an amount for each fiscal year which is not less than [the amount expended for training and technical assistance activities under this clause for fiscal year 1982] *2 percent of the amount appropriated for any such fiscal year*[; and].

[(D) discretionary payments made by the Secretary.]

The minimum reservation contained in clause (C) of this paragraph shall not apply in any fiscal year in which the appropriation for the program authorized by this subchapter is less than the amount appropriated for fiscal year 1984. No funds reserved under this paragraph *or paragraph (3)* may be combined with funds appropriated under any other Act if the purpose of combining funds is to make a single discretionary grant or a single discretionary payment, unless such funds appropriated under this subchapter are separately identified in such grant or payment and are used for the purposes of this subchapter.

(3)(A) For any fiscal year for which the amount appropriated under section 639(a) exceeds the adjusted appropriation, the Secretary shall reserve the quality improvement funds for such fiscal year, for one or more of the following quality improvement activities:

(i) Subject to section 653, not less than one-half of the amount reserved under this subparagraph, to improve the compensation (including benefits) of staff of Head Start agencies and thereby enhance recruitment and retention of such staff.

(ii) To pay transportation costs incurred by Head Start agencies to enable eligible children to participate in a Head Start program.

(iii) To employ additional Head Start staff, including staff necessary to reduce the child-staff ratio and staff necessary to coordinate a Head Start program with other services available to children participating in such program and to their families.

(iv) To pay costs incurred by Head Start agencies to purchase insurance (other than employee benefits) and thereby maintain or expand Head Start services.

(v) To make nonstructural and minor structural changes, and to acquire and install equipment, for the purpose of improving facilities necessary to expand the availability, or enhance the quality, of Head Start programs.

(vi) To supplement amounts provided under section 640(a)(2)(C) to provide training necessary to improve the qualifications of the staff of the Head Start agencies, and to support staff training, child counseling, and other services necessary to address the problems of children participating in Head Start

programs, including children from dysfunctional families, children who experience chronic violence in their communities, or children who experience substance abuse in their families.

(B) Funds reserved by the Secretary under subparagraph (A) shall be used to supplement, not to supplant, funds received under paragraphs (2), (4), and (5).

(4)(A) Of the amounts appropriated under section 639(a), the Secretary shall reserve $30,000,000 for fiscal year 1991, $31,200,000 for fiscal year 1992, $32,448,000 for fiscal year 1993, and $33,745,920 for fiscal year 1994 to make grants to Head Start agencies to carry out early childhood intervention programs, to be known as "Parent-Child Centers", within Head Start programs.

(B)(i) Programs carried out under this paragraph shall be designed—

(I) to enhance the development of children who are less than 3 years of age; and

(II) to strengthen the family unit by providing opportunities for increasing the child development skills and knowledge of their parents.

(ii) Programs carried out under this paragraph shall provide comprehensive services (such as social, health, and educational services) to low-income families with children who are less than 3 years of age. Such programs may provide such services to any eligible family for any duration of time and may be center-based, home-based, or a combination of both.

(C) The Secretary shall not make a grant under this paragraph to a Head Start agency for any fiscal year unless—

(i) such agency certifies that carrying out the early childhood intervention program for which such grant is requested will not reduce services provided by such agency to children who participate in other programs provided by such agency under this subchapter; and

(ii) such agency certifies that to the maximum extent practicable, it will provide continuous service to children who receive services under this paragraph through compulsory school age, either through the early childhood intervention programs authorized by this paragraph or through other Head Start programs.

(D) For purposes of this paragraph, the term "low-income family" means a family that satisfies the eligibility requirements applicable under section 645(a).

[(3)**]** *(5)* The Secretary shall allot the remaining **[**87 percent of the**]** amounts appropriated in each fiscal year among the States, in accordance with latest satisfactory data so that—

* * * * * * *

[(4)**]** *(6)* For purposes of this subsection, the term "State" does not include Guam, American Samoa, the Virgin Islands, *the Commonwealth of* the Northern Mariana Islands, or **[**the Trust Territory of the Pacific Islands**]** *the Federated States of Micronesia, the Republic of the Marshall Islands, and Palau.*

(d) The Secretary shall establish policies and procedures designed to assure that for fiscal year 1982 and thereafter no less than 10 percent of the total number of enrollment opportunities in Head

Start programs in each State shall be available for handicapped children (as defined in paragraph (1) of section 602 of the Eduation of the Handicapped Act) and that services shall be provided to meet their special needs. [The Secretary shall report to the Congress at least annually on the status of handicapped children in Head Start programs, including the number of children being served, their handicapped conditions, and the services being provided such children.]

* * * * * * *

(f) The Secretary shall establish procedures to enable Head Start agencies to develop locally designed or specialized service delivery models to address local community needs.

(g) If in any fiscal year, the amounts appropriated to carry out the program under this subchapter exceed the amount appropriated in the proper fiscal year, the Secretary shall, prior to using such additional funds to serve an increased number of children, allocate such funds in a manner that makes available the funds necessary to maintain the level of services provided during the prior year, taking into consideration the percentage change in the Consumer Price Index for all Urban Consumers, as published by the Bureau of Labor Statistics.

DESIGNATION OF HEAD START AGENCIES

SEC. 641. (a) * * *

* * * * * * *

(c)*(1)* In the administration of the provisions of this section, the Secretary shall give priority in the designation of Head Start agencies to any local public or private nonprofit agency which is receiving funds under any Head Start program on the date of the enactment of this Act unless—

[(1)] *(A)* the Secretary makes a finding that the agency involved fails to meet program and fiscal requirement established by the Secretary; and

[(2) except that if there is no such agency because of any change in the assistance furnished to programs for economically disadvantaged persons, then the Secretary shall give priority in the designation of Head Start agencies to any successor agency which is operated in substantially the same manner as the predecessor agency which did receive funds in the fiscal year preceding the fiscal year for which the determination is made.

[The provisions of clause (2) shall apply only to agencies actually operating Head Start programs.]

(B) except that, if there is no agency of the type referred to in subparagraph (A) because of any change in the assistance furnished to programs for economically disadvantaged persons, the Secretary shall give priority in the designation of Head Start agencies to any successor agency that is operating a Head Start program in substantially the same manner as the predecessor agency that did receive funds in the fiscal year preceding the fiscal year for which the determination is made.

(2) The Secretary shall conduct a full review of each designated Head Start agency at least once during each 3-year period, and shall determine whether each agency meets program and fiscal requirements established by the Secretary.

(3) In carrying out a review of each Head Start agency under paragraph (2), the Secretary shall—

(A) to the maximum extent practicable, carry out such review by using employees of the Department of Health and Human Services who are knowledgeable about Head Start programs;

(B) ensure that an employee of the Department of Health and Human Services who is knowledgeable about Head Start programs supervises such review at the site of such agency; and

(C) measure the compliance of the programs of such agency with the performance standards in effect under section 651(b).

POWERS AND FUNCTIONS OF HEAD START AGENCIES

SEC. 642. (a) * * *

* * * * * * *

(c) The head of each Head Start agency shall coordinate [with other State and local programs serving the children in the Head Start agency to carry out the provisions of this subsection.] *with public schools, the State agency responsible for administering section 402(g) of the Social Security Act, and other programs serving the children and families served by the Head Start agency to carry out the provisions of this subtitle.*

SUBMISSION OF PLANS TO GOVERNORS

SEC. 643. In carrying out the provisions of this subchapter, no contract, agreement, grant, or other assistance shall be made for the purpose of carrying out a Head Start program within a State unless a plan setting forth such proposed contract, agreement, grant, or other assistance has been submitted to the [Governor] *chief executive officer* of the State, and such plan has not been disapproved by [the Governor] *such officer* within 30 days of such submission, or, if so disapproved, has been reconsidered by the Secretary and found by the Secretary to be fully consistent with the provisions and in furtherance of the purposes of this subchapter. Funds to cover the costs of the proposed contract, agreement, grant, or other assistance shall be obligated from the appropriation which is current at the time the plan is submitted to [the Governor] *such officer*. This section shall not, however, apply to contracts, agreements, grant, loans, or other assistance to any institution of higher education in existence on the date of the enactment of this Act.

ADMINISTRATIVE REQUIREMENTS AND STANDARDS

SEC. 644. (a) * * *

* * * * * * *

(b) No financial assistance shall be extended under this subchapter in any case in which the Secretary determines that the costs of developing and administering a program assisted under this subchapter exceed 15 percent of the total costs, including *the required* non-Federal contributions to such costs, of such program. The Secretary shall establish by regulation, criteria for determining (1) the costs of developing and administering such program; and (2) the total costs of such program. In any case in which the Secretary determines that the cost of administering such program does not exceed 15 percent of such total costs but is, in the judgment of the Secretary, excessive, the Secretary shall forthwith require the recipient of such financial assistance to take such steps prescribed by the Secretary as will eliminate such excessive administrative cost, including the sharing by one or more Head Start agencies of a common director and other administrative personnel. The Secretary may waive the limitation prescribed by this subsection for specific periods of time not to exceed 12 months whenever the Secretary determines that such a waiver is necessary in order to carry out the purposes of this subchapter.

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(e) Funds appropriated to carry out this subchapter shall not be used to assist, promote, or deter union organizing.

PARTICIPATION IN HEAD START PROGRAMS

SEC. 645. (a)(1) * * *

* * * * * * *

(2) Whenever a Head Start program is operated in a community with a population of 1,000 or less individuals and—

* * * * * * *

the Head Start program in each such locality shall establish the criteria for eligibility, except that no child residing in such community whose family is eligible under such eligibility criteria shall, by virtue of such project's eligibility criteria, be denied an opportunity to participate in such program. During the period beginning on the date of the enactment of the Human Services Reauthorization Act and ending on October 1, **[**1990**]** *1994*, and unless specifically authorized in any statute of the United States enacted after such date of enactment, the Secretary may not make any change in the method, as in effect on April 25, 1984, of calculating income used to prescribe eligibility for the participation of persons in the Head Start programs assisted under this subchapter if such change would result in any reduction in, or exclusion from, participation of persons in any of such programs.

* * * * * * *

(c) Each Head Start program operated in a community may provide more than one year of Head Start services to children from age 3 to the age of compulsory school attendance in the State in which the Head Start program is located. *The Secretary shall not issue or enforce any rule (as defined in section 551(4) of title 5 of the United States Code) or guideline that forbids any Head Start agency to carry out a Head Start program in accordance with the authority described in the preceding sentence.*

APPEALS, NOTICE, AND HEARING

SEC. 646. *(a)* The Secretary shall prescribe procedures to assure that—

(1) * * *

* * * * * * *

(3) financial assistance under this subchapter shall not be terminated *or reduced*, an application for refunding shall not be denied, and a suspension of financial assistance shall not be continued for longer than 30 days, unless the recipient has been afforded reasonable notice and opportunity for a full and fair hearing.

(b) The Secretary shall not prescribe any procedure that would modify the operation of section 1303.21 or 1303.33, or any of subdivisions (a) through (f) of section 1303.35, of part 1303 of chapter XIII of the Code of Federal Regulations as in effect on April 1, 1990.

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[TECHNICAL ASSISTANCE AND TRAINING]

TECHNICAL ASSISTANCE, TRAINING, AND STAFF QUALIFICATIONS

SEC. 648. *(a)* The Secretary shall provide, directly or through grants or other arrangements (1) technical assistance to communities in developing, conducting, and administering programs under this subchapter; and (2) training for specialized or other personnel needed in connection with Head Start programs, including a centralized child development training and national assessment program which may be administered at the State or local level leading to recognized credentials for such personnel, *training for personnel providing services to non-English background children,* and resource access projects for personnel of handicapped children.

(b) The Secretary shall ensure that not later than September 30, 1994, each Head Start classroom in a center-based program is assigned one teacher who has—

(1) a child development associate (CDA) credential that is appropriate to the age of the children being served in center-based programs;

(2) a State awarded certificate for preschool teachers that meets or exceeds the requirements for a child development associate credential;

(3) an associate, baccalaureate, or advanced degree in early childhood education; or

(4) a degree in a field related to early childhood education with experience in teaching preschool children and a State awarded certificate to teach in a preschool program.

RESEARCH, DEMONSTRATION, [AND PILOT PROJECTS] *PILOT PROJECTS, STUDIES, AND REPORTS*

SEC. 649. (a) * * *

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(d) Subject to subsection (a) through (c), the Secretary shall conduct, through grants or contracts made or entered into with quali-

fied persons, a study of various approaches to providing early, continuous, and comprehensive intervention to low-income or at-risk children from birth to age 3 and to the families of such children. Such study shall compare a variety of approaches to providing such services, including programs funded under the Comprehensive Child Development Act, Parent-Child Centers, home-based Head Start programs, Head Start family day care, and center-based Head Start (including migrant and nonmigrant programs). Such study shall assess such approaches based on their appropriateness for specific populations of children, including those from dys-functional families, children of substance abusers, and children who experience chronic violence in their communities.

(e) The Secretary shall conduct, through grants or contracts made or entered into with qualified persons, a study of Head Start family day care. Such study shall consider the effectiveness of providing Head Start services in a family day care setting and assess the program characteristics that are necessary to ensure that programs are effective.

(f)(1) At least once during every 2-year period, the Secretary shall prepare and submit, to the appropriate Committees of Congress, a report concerning the status of children (including disabled and non-English language background children) in Head Start programs, including the number of children and the services being provided to such children. Such report shall include—

(A) information concerning transportation, facilities, and methods for identifying and locating eligible children in both urban and rural areas, including cost, problems encountered and innovative solutions to such problems;

(B) information concerning the distribution of funds, including the—

(i) proportion of funds distributed to newly designated Head Start agencies;

(ii) distribution of Head Start services relative to the distribution of children who are eligible to participate in Head Start programs;

(iii) share of funds provided for Head Start programs by State and local sources;

(iv) cost per child, and the variations in such cost by region; and

(v) where available and appropriate, a description of the effect of the 1990 Decennial Census on the allotment of funds under this subchapter;

(C) information concerning children participating in programs receiving Head Start funding, including family income, racial and ethnic background, gender, disability, and receipt of benefits under title IV of the Social Security Act;

(D) information concerning the parents of children participating in programs receiving Head Start funding, including the—

(i) employment status of such parents (including any change that occurred while the child was enrolled in Head Start);

(ii) education level of such parents;

(iii) the training or education that such parents received while their children were enrolled in Head Start programs; and

(iv) level and nature of the participation of such parents in the Head Start program as volunteers or in other capacities;

(E) information concerning Head Start staff, including salaries, education, training, experience, and turnover;

(F) a description of the services provided to children and families, on-site or through referral, including health, mental health, and dental care, parenting education, and literacy training;

(G) the use and sources of Head Start funds at the national, regional, and local levels, including the share of funds used for salaries, facilities, transportation, supportive services, insurance, and wrap-around child care services;

(H) a description of the programs funded under this subchapter, including locally designed or specialized service delivery models, that specifies—

(i) the extent to which such programs comply with performance standards and regulations;

(ii) the type and condition of facilities in which such programs are located;

(iii) the type of organizations that receive Head Start funds under such programs;

(iv) the number of children served under each program option; and

(v) the extent to which Head Start programs coordinate with other programs serving young children, including local educational agencies; and

(I) summaries of evaluations and studies conducted during the period covered by the report.

(2) Promptly after submitting each report to Congress under paragraph (1), the Secretary shall publish in the Federal Register a notice indicating that such report is available to the public and specifying how such report may be obtained.

[ANNOUNCEMENT OF RESEARCH, DEMONSTRATION, AND PILOT PROJECTS CONTRACTS]

ANNOUNCEMENT OF RESEARCH, DEMONSTRATION, PILOT PROJECTS, STUDIES AND REPORT CONTRACTS

SEC. 650. (a) The Secretary shall make a public announcement concerning—

(1) the title, purpose, intended completion date, identity of the grantee or contractor, and proposed cost of any grant or contract with a private or non-Federal public agency or organization for any research, demonstration, [or pilot project] *pilot project, study, or report* under this subchapter; and

* * * * * * *

(c) The Secretary shall take necessary action to assure that all studies, *reports,* proposals, and data produced or developed with

Federal funds employed under this subchapter shall become the property of the United States.

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EVALUATION

SEC. 651. (a) * * *

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(2) In carrying out evaluations under this subchapter, the Secretary may require Head Start agencies to provide for independent evaluations. *The Secretary may provide funds for community-based cooperative research efforts to enable Head Start directors to conduct evaluations of their programs with the assistance of qualified researchers not directly involved in the administration of the program or project operation.*

* * * * * * *

SEC. 651A. LONGITUDINAL STUDY OF HEAD START PARTICIPANTS.

(a) In General.—The Secretary shall conduct, through grants or contracts made or entered into with qualified persons, a longitudinal study of the effects that the participation in Head Start programs has on the development of participants and their families and the manner in which such effects are achieved.

(b) Advisory Panel.—In carrying out the study required by subsection (a), the Secretary shall establish an advisory panel to provide advice and guidance to the Secretary, and to the individuals who carry out such study, concerning the design and execution of such study. Such panel shall be composed of—

(1) individuals who have—

(A) expertise in the current operation of Head Start programs;

(B) professional backgrounds in child development and related fields; and

(C) experience in the evaluation of Head Start programs or comparable programs; and

(2) individuals who have expertise in designing and executing large-scale longitudinal studies.

(c) Children to be Studied.—The study required by subsection (a) shall follow the progress of children—

(1) who have attended Head Start programs that are in compliance with Head Start Performance Objectives;

(2) who represent specific subpopulations, including children from dysfunctional families; and

(3) who have attended Head Start programs that represent the various program options and that are located in both urban and rural areas.

(d) Subcontracting.—Persons selected to conduct the study required by subsection (a) may subcontract elements of the study to other persons with the approval of the Secretary. Such study may be carried out through a series of several small studies focused on specific program options and subpopulations.

(e) Period of Study.—The study required under subsection (a) shall be carried out during a period of not less than 20 years.

(f) FOCUS.—The study required under subsection (a) shall consider the degree to which social, physical, and academic development, including grade retention, motivation to achieve, special education placement, health, secondary school graduation, delinquency, substance abuse, teenage pregnancy, literacy, college attendance, employment, and welfare participation of children and the parenting skills, employment, literacy, education level, motivation to achieve, and welfare participation of parents are affected by—

(1) the program options selected by the Head Start program;

(2) the number of configuration of hours, days, and years the child participates in Head Start;

(3) the Head Start program quality, including trianing and experience of Head Start teachers and teacher aides, staff to child ratios, and group size;

(4) the level of parental involvement in the Head Start program;

(5) the supportive services provided to children and their parents through the Head Start program;

(6) the Head Start curriculum; and

(7) the characteristics of a subsequent schooling of the child and family characteristics and behaviors that affect social, physical, and academic development as such children move through the primary grades.

(g) COMPARISONS.—To the maximum extent feasible, the study required under subsection (a) shall provide for comparisons with appropriate groups composed of individuals who do not participate in Head Start programs.

(h) COORDINATION.—The study requried under subsection (a) shall be coordinated with the National Longitudinal Study conducted under chapter 1 that is administered by the Department of Education.

(i) REPORTS.—The Secretary shall prepare and submit, to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Human Resources of the Senate, periodic reports concerning the design and progress of the study conducted under this section, including interim results of such study not less often than once during every 5-year period.

POVERTY LINE

SEC. 652. [(a) The Secretary shall revise annually (or at any shorter interval the Secretary deems feasible and desirable) a poverty line which, except as provided in section 645, shall be used as a criterion of eligibility for participation in Head Start programs.] *(a) The Secretary shall issue annually (or at any shorter interval the Secretary considers to be feasible and desirable) a poverty line that, except as provided in section 645, shall be used as a criterion of eligibility for participation in Head Start programs.*

[(b) The revision required by subsection (a) shall be accomplished by multiplying the official poverty line (as defined by the Office of Management and Budget) by the percentage change in the Consumer Price Index during the annual or other interval immediately preceding the time at which the revision is made.]

[(c) Revisions required by subsection (a) shall be made and issued] *(b) The poverty line shall be determined by the Secretary* not more than 30 days after the date on which the necessary Consumer Price Index data become available.

COMPARABILITY OF WAGES

SEC. 653. The Secretary shall take such action as may be necessary to assure that persons employed in carrying out programs financed under this subchapter shall not receive compensation at a rate which is (1) in excess of the average rate of compensation paid in the area where the program is carried out to a substantial number of the persons providing substantially comparable services, or in excess of the average rate of compensation paid to a substantial number of the persons providing substantially comparable services in the area of the person's immediately preceding employment, whichever is higher; or (2) less than the minimum wage rate prescribed in section 6(a)(1) of the Fair Labor Standards Act of 1938. *The Secretary shall encourage Head Start agencies to provide compensation according to salary scales that are based on training and experience.*

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FOLLOW THROUGH ACT

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SHORT TITLE

SEC. 661. This subchapter may be cited as the "Follow Through Act".

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PART I—DIRECT SERVICES

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FINANCIAL ASSISTANCE FOR FOLLOW THROUGH PROGRAMS

SEC. 662. (a) The Secretary of Education (hereinafter in this subchapter referred to as the "Secretary") is authorized to provide financial asssistance in the form of grants to local educational agencies, combinations of such agencies, and, as provided in subsection (b), any other public or appropriate nonprofit private agencies, organizations, and institutions for the purpose of carrying out Follow Through programs focused primarily on children from low-income families in kindergarten and primary grades, including such children enrolled in private nonprofit elementary schools, who were previously enrolled in Head Start or similar *quality preschool* programs. Other children in kindergarten and primary grades, including such other children enrolled in private nonprofit elementary schools, who were previously enrolled in preschool programs of a compensatory nature which received Federal financial assistance may participate in such Follow Through programs. *For the purpose of making grants under this section, the Secretary shall give priority* *to any local educational agency that requests the grant for purposes of carrying out a Follow Through program in a school that—*

(1) is designated for a schoolwide project under section 1015(a) of the Elementary and Secondary Education Act of 1965; and

(2) has a high concentration of children described in the first sentence of this subsection.

* * * * * * *

(c) Programs to be assisted under [this section shall provide such] *this part shall use model Follow Through approaches for which financial assistance is provided under section 664A and shall provide, directly or through referral, or through the program established under subchapter B or under the Head Start Transition Project Act,* comprehensive educational, health, nutritional, social, and other services as will aid in the continued development of children described in subsection (a) to their full potential. Such [projects] *programs* shall provide for the direct participation of the parents of such children in the development, conduct, and overall direction of the program at the local level. If the Secretary determines that participation in the [project] *program* of children who are not from low-income families will serve to carry out the purposes of this section, the Secretary may provide for the inclusion of such children from non-low-income families, but only to the extent that their participation will not dilute the effectiveness of the services designed for children described in subsection (a).

(d) The Secretary shall not refuse to provide financial assistance under subsection (a) to an applicant solely because such applicant proposes to carry out a Follow Through program during a period in which school is not in regular session, at more than one site, or both.

(e) In making grants under subsection (a), the Secretary shall provide sufficient funds to enable programs to meet the requirements of subsection (c).

(f) Notwithstanding subsection (c), any local educational agency that receives a grant under subsection (a) for purposes of carrying out a Follow Through program in an elementary school that—

(1) receives funds under part A of chapter 1 of title I of the Elementary and Secondary Education Act of 1965; and

(2) is designated for a schoolwide project under section 1015(a) of such Act;

may use such grant to serve all children attending such school in kindergarten through grade 3.

* * * * * * *

[SEC. 663. (a) There are authorized to be appropriated for carrying out the purposes of this subchapter $7,500,000 for fiscal year 1987, $7,800,000 for fiscal year 1988, $8,112,000 for fiscal year 1989, and $8,436,000 for fiscal year 1990.

[(b) Financial assistance extended under this subchapter for a Follow Through program shall not exceed 80 percent of the approved costs of the assisted program or activities, except that the Secretary may approve assistance in excess of such percentage if the Secretary determines, in accordance with regulations establishing objective criteria, that such action is required in furtherance of the purposes of this subchapter. Non-Federal contributions may be in cash or in kind, fairly evaluated, including plant, equipment, or services. The Secretary shall not require non-Federal contributions in excess of 20 percent of the approved costs of programs or activities assisted under this subchapter.

[(c) No project shall be approved for assistance under this subchapter unless the Secretary is satisfied that the services to be provided under such project will be in addition to, and not in substitution for, services previously provided without Federal assistance. The requirement imposed by the preceding sentence shall be subject to such regulations as the Secretary may adopt.]

SEC. 663. CONSIDERATION OF APPLICATIONS.

(a) IN GENERAL.—A grant under this part shall be made only to an applicant that submits an application to the Secretary that contains such information, including that required under subsection (b), as may be required by rule by the Secretary.

(b) CONTENTS OF APPLICATION.—Each application submitted under this section shall—

(1) provide that the program for which assistance is requested will be administered by or under the supervision of the applicant;

(2) contain assurances that the applicant will prepare and submit to the Secretary, regular evaluations of and reports concerning such program;

(3) estimate the number of children who are eligible for Follow Through services in the geographical area served by such program and the approximate number of such children to be served by such program;

(4) describe which model Follow Through approach the applicant intends to use, and the manner in which the applicant will implement such approach;

(5) provide evidence that the applicant has made a formal arrangement to receive technical assistance and training relative to the approach the applicant intends to utilize from an appropriate agency, institution, or organization that receives funds under section 664A;

(6) provide an assurance that the instructional program, including textbooks and other materials provided by the applicant, is appropriate to the ages and developmental needs of the children to be served by such program and to the model Follow Through approach selected by the applicant;

(7) specify the manner in which the applicant will provide comprehensive services, including through agreements with public or private entities to provide, make referrals to, or coordinate the provision of such services to children and their families;

(8) provide for the direct participation of parents, as provided for in section 662(c), and include a certification that such application has been approved by a committee (established in accordance with rules issued by the Secretary) that represents parents of children who participate, and parents of children who are likely to participate, in such program;

(9) describe the manner in which the applicant proposes to coordinate services provided under this part with services provided under chapter 1 of title I of the Elementary and Secondary Education Act of 1965, the Bilingual Education Act, and the Education of the Handicapped Act;

(10) demonstrate that—

(A) the applicant has entered into a formal arrangement with local Head Start programs and other preschool programs for such cooperation and activities as are necessary to ensure an effective transition of eligible children entering the Follow Through program carried out by such applicant; and

(B) the Follow Through activities to be provided by the applicant have been specifically designed to coordinate with, and build on, those activities provided to participants in local Head Start or other similar preschool programs;

(11) describe the expected or, if possible, actual impact of such program on the regular school program of the applicant; and

(12) contain—

(A) a certification that the applicant has submitted such application to the State educational agency (as defined in section 1471(23) of the Elementary and Secondary Education Act of 1965) for a reasonable period of time for comment prior to submitting such application to the Secretary; and

(B) any comments received from such agency during such period.

[RESEARCH, DEMONSTRATION, AND PILOT PROJECTS

[SEC. 664. (a) The Secretary may provide financial assistance through grants or contracts for research, demonstration, or pilot projects conducted by public and private agencies which are designed to test or assist in the development of new approaches or methods that will aid in overcoming special problems or in otherwise furthering the purposes of this subchapter.

[(b) The Secretary shall establish an overall plan to govern the approval of research, demonstration, or pilot projects and the use of all research authority under this subchapter. Such plan shall set forth specific objectives to be achieved and priorities among such objectives.]

PART II—PROGRAM IMPROVEMENT

SEC. 664. RESEARCH.

The Secretary may provide financial assistance, through grants and contracts, to public and private nonprofit agencies, institutions, and organizations to conduct research—

(1) to improve Follow Through approaches;

(2) to develop model Follow Through approaches; and

(3) to meet the special needs of children who are eligible to participate in Follow Through programs.

SEC. 664A. TECHNICAL ASSISTANCE AND TRAINING.

(a) GRANTS.—The Secretary shall make grants to public and private nonprofit agencies, institutions, and organizations—

(1) to provide technical assistance to assist in the development, implementation, and expanded use of model Follow Through approaches; and

(2) to provide training in conjunction with the operation of Follow Through programs or other programs that adopt such approaches.

(b) LIMITATIONS.—

(1) FISCAL YEAR LIMITATION.—Technical assistance with respect to a particular model Follow Through approach shall not be provided under subsection (a)(1) to a particular recipient of financial assistance under section 662(a) in more than 5 fiscal years.

(2) PRIOR RECEIPT OF ASSISTANCE.—In the case of a recipient of financial assistance under section 662(a) that has received technical assistance prior to the date of enactment of this part, the Secretary may limit the provision of technical assistance with respect to a particular Follow Through approach under subsection (a)(1) to 3 fiscal years.

SEC. 664B. RESOURCE AND EXPANSION.

The Secretary may make grants to entities that operate, or that previously operated, Follow Through programs that the Secretary determined to be effective—

(1) to act as Follow Through resources to develop and provide information on the operation of their respective programs;

(2) to promote the adoption of similar programs by local educational agencies; and

(3) to assist agencies, institutions, and organizations that receive funds under section 664A, in providing technical assistance and training.

SEC. 664C. DISSEMINATION ACTIVITIES.

(a) PROMOTION OF APPROACHES.—The Secretary shall promote the awareness and use of model Follow Through approaches by—

(1) providing information to recipients of grants and contracts under section 1562 of the Elementary and Secondary Education Act of 1965 concerning programs and activities that receive assistance under this title; and

(2) making information concerning such programs and activities available to such recipients without charge.

(b) FUNDING.—From amounts appropriated for each fiscal year to carry out this part, the Secretary shall expend not less than $100,000 to pay for the costs incurred by such recipients to disseminate information relating to programs and activities funded under this part.

ANNOUNCEMENT OF RESEARCH, [DEMONSTRATION, AND PILOT PROJECT] *AND EVALUATION* CONTRACTS

SEC. 665. (a) The Secretary shall make a public announcement concerning—

(1) the title, purpose, intended completion date, identity of the grantee or contractor, and proposed cost of any grant or

contract with a private or non-Federal public agency or organization for any research[, demonstration, or pilot project] *or evaluation* under this subchapter; and

* * * * * * *

EVALUATION

SEC. 666. (a)*(1)* The Secretary shall provide, directly or through grants or contracts, for the continuing evaluation of programs under this subchapter, including evaluations that measure and evaluate the impact of programs authorized by this subchapter, in order to determine their effectiveness in achieving stated goals, their impact on related programs, and their structure and mechanism for delivery of services, including, where appropriate, comparisons with appropriate control groups composed of persons who have not participated in such programs. [Evaluations shall be conducted by persons not directly involved in the administration of the program or project.] *Such continuing evaluation shall measure the impact of such programs on participating parents and on entire schools and school districts in which such programs are carried out.*

(2) The evaluation required by paragraph (1) shall include evaluations of local educational agencies that receive Follow Through grants for use in a school that is designated for a schoolwide project under section 1015(a) of the Elementary and Secondary Education Act of 1965. Such evaluation shall compare children who only receive services under a grant under chapter 1 of title I of the Elementary and Secondary Education Act of 1965 with children who receive services under such a grant and under a Follow Through grant. Such comparison shall be made to determine whether the comprehensive services provided to the children who receive services under a Follow Through grant through the model Follow Through approach had a positive effect on their educational progress and overall developmental progress. To the extent practicable, such comparison shall be made on the basis of results of evaluations conducted under such chapter and evaluations conducted under this subsection, and shall take into account the amount of funds provided to the project.

PART III—GENERAL AND ADMINISTRATIVE PROVISIONS

SEC. 667. AUTHORIZATION OF APPROPRIATIONS.

(a) IN GENERAL.—There are authorized to be appropriated to carry out this subchapter $20,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992, 1993, and 1994.

(b) USE OF AMOUNTS.—Of the amount appropriated for each fiscal year to carry out this subchapter—

(1) 70 percent shall be made available to carry out part I; and

(2) 30 percent shall be made available to carry out part II, of which not less than one-third of such amount shall be made available for the purposes described in section 664(2).

(c) NON-FEDERAL CONTRIBUTIONS.—

(1) FEDERAL SHARE.—Except as provided in paragraph (4), financial assistance provided under part I for a Follow Through

program shall not exceed 80 percent of the approved cost of the program assisted, except that the Secretary may approve assistance in excess of such percentage if the Secretary determines, in accordance with rules establishing objective criteria, that such action is required to carry out such part.

(2) OTHER CONTRIBUTIONS.—Non-Federal contributions to a Follow Through program may be in cash or in kind, fairly evaluated, including plant, equipment, and services.

(3) LIMITATION.—The Secretary shall not require non-Federal contributions in excess of 20 percent of the approved costs of the Follow Through program assisted.

(4) EXCEPTION.—Financial assistance provided under part I for a Follow Through program carried out in an elementary school that—

(A) receives funds under part A of chapter 1 of title I of the Elementary and Secondary Education Act of 1965; and

(B) is designated for a schoolwide project under section 1015(a) of such Act;

may be expended to pay 100 percent of the approved costs of the program that is assisted.

(d) REQUIREMENT FOR APPROVAL OF APPLICATION.—An application for assistance under this subchapter shall not be approved unless the Secretary determines that the services to be provided under this subchapter by such applicant will be in addition to, and not in substitution for, services previously provided without Federal assistance. The requirement imposed by the preceding sentence shall be subject to such rules as the Secretary may issue.

* * * * * * *

SPECIAL CONDITIONS

SEC. 668. (a) Recipients of financial assistance under [this subchapter] *part I* shall provide maximum employment opportunities for residents of the area to be served, and to parents of children who are participating in *programs and* projects assisted under [this subchapter] *part I.*

(b) Financial assistance under [this subchapter] *part I* shall not be terminated for failure to comply with applicable terms and conditions unless the recipient has been afforded reasonable notice and opportunity for a full and fair hearing.

* * * * * * *

SEC. 669A. PARTICIPATION IN OTHER EDUCATIONAL ACTIVITIES.

(a) IN GENERAL.—The Secretary shall facilitate the participation of entities that receive funds under sections 664A and 664B in training and technical assistance activities carried out under other Federal programs that provide assistance to children in elementary schools, including programs and activities carried out under chapter 1 of title I of the Elementary and Secondary Education Act of 1965.

(b) COORDINATION WITH HEAD START TRANSITION PROJECT.—The Secretary shall consult with the Secretary of Health and Human Services in the coordination of the program established under this Act with the Head Start Transition Project established under the Head Start Transition Project Act to enable local educational agen-

cies to submit a single application for funding under both such programs and shall, to the extent practicable, coordinate the issuance of regulations governing such programs.

[REPEALER

[SEC. 670. Effective October 1, 1990, the provisions of this subchapter are repealed.]

* * * * * * *

STATE DEPENDENT CARE DEVELOPMENT GRANTS ACT

* * * * * * *

SEC. 670A. For the purpose of making allotments to States to carry out the activities described in section 670D, there [is authorized] *are authorized* to be appropriated $20,000,000 for each of the fiscal years [1987, 1988, 1989, and] 1990 *and 1991, and such sums as may be necessary for fiscal years 1992, 1993, and 1994.*

* * * * * * *

USE OF ALLOTMENTS

SEC. 670D. (a)(1) Subject to the provisions of subsections (c) and (d), amounts paid to a State under section 670C from its allotment under section 670B [for fiscal year 1985 and fiscal year 1986] may be used for the planning, development, establishment, *operation,* expansion, or improvement by the States, directly or by grant or contract with public or private entities, of State and local resource and referral systems to provide information concerning the availability, types, costs, and locations of dependent care services. The information provided by any such system may include—

* * * * * * *

(b)(1) Subject to the provisions of subsections (c) and (d), amounts paid to a State under section 670C from its allotment under section 670B [for fiscal year 1985 and fiscal year 1986] may be used for the planning, development, establishment, *operation,* expansion, or improvement by the States, directly, or by grant or contract, with public agencies or private nonprofit organizations of programs to furnish school-age child care services before and after school [in public or private school facilites or in community centers in communities]. *Amounts so paid to a State and used for the operation of such child care services shall be designed to enable children, whose families lack adequate financial resources, to participate in before or after school child care programs.*

* * * * * * *

(D) provide assurances that the applicant is able and willing to seek to enroll racially, ethnically, and economically diverse [as well as handicapped school-age children] *school-age children, as well as handicapped school-age children,* in the child care service program for which assistance is sought under this Act;

* * * * * * *

(F) provide such other assurance as the [Governor may reasonably require to carry out the provisions of] *chief executive officer of the State may reasonably require to carry out* this Act.

*   *   *   *   *   *   *

(d) A State may not use amounts paid to it under this subchapter to—

[(1) pay the cost of operation of any resource and referral system or before or after school child care program established, expended, or improved under subsection (a);]

[(2)] *(1)* make cash payments to intended recipient of dependent care services including child care services;

[(3) subsidize the direct provision of dependent care services including child care services;]

[(4)] *(2)* pay for construction or renovation; or

[(5)] *(3)* satisfy any requirement for the expenditure of non-Federal funds as a condition for the receipt of Federal funds.

*   *   *   *   *   *   *

(f) Project supported under this section to plan, develop, establish, expand, *operate,* or improve a State or local resource and referral system or before or after school child care program shall not duplicate any services[, which prior to the date of enactment of this subchapter, are provided] *provided prior to the date of the enactment of this subchapter,* by the State or locality which will be served by such system.

(g) The Secretary may provide technical assistance to States in planning and [operating activities,] *carrying out activities* to be carried out under this subchapter.

APPLICATION AND DESCRIPTION OF ACTIVITIES; REQUIREMENTS

SEC. 670E. (a)(1) * * *

*   *   *   *   *   *   *

(c)*(1)* The chief executive officer of a State shall, as part of the application required by subsection (a), also prepare and furnish the Secretary (in accordance with such form as the Secretary shall provide) with a description of the intended use of the payments the State will receive under section 670C, including information on the programs and activities to be supported. The description shall be made public within the State in such manner as to facilitate comment from any person (including any Federal or other public agency) during development of the description and after its transmittal. The description shall be revised (consistent with this section) until [September 30, 1987] *September 30, 1991,* as may be necessary to reflect substantial changes in the programs and activities assisted by the State under this subchapter, and any revision shall be subject to the requirements of the preceding sentence.

(2) The chief executive officer of each State shall include in such a description of—

(A) the number of children served in before and after school child care programs assisted under this subchapter;

(B) the characteristics of the children so served including age levels, handicapped condition, income level of families in such programs;

(C) the salary level and benefits paid to employees in such child care programs;

(D) the number of clients served in resource and referral systems assisted under this subchapter; and

(E) the characteristics of clients served in resource and referral systems assisted under this subchapter, including age categories (including children and the elderly) and disability categories.

DEFINITIONS

SEC. 670G. For purposes of this subchapter—

* * * * * * *

(C) [a person] *an individual* with a developmental disability;

* * * * * * *

(7) the term "school-age children" means children aged five through thirteen, except that in any State *in* which by State law children at an earlier age are provided free public education, the age provided in State law shall be substituted for age five;

* * * * * * *

(10) the term "State" means each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, the [Trust Territory of the Pacific Islands,] *Federated States of Micronesia, the Republic of the Marshall Islands, Palau,* and the Commonwealth of the Northern Mariana Islands; and

* * * * * * *

COMMUNITY SERVICES BLOCK GRANT ACT

* * * * * * *

COMMUNITY SERVICES GRANTS AUTHORIZED

SEC. 672. (a) * * *

* * * * * * *

(b) There [is authorized to be appropriated $390,000,000 for fiscal year 1987, $409,500,000 for fiscal year 1988, $430,000,000 for fiscal year 1989, and] *are authorized to be appropriated* $451,500,000 for fiscal year 1990, *$451,500,000 for fiscal year 1991, $460,000,000 for fiscal year 1992, $480,000,000 for fiscal year 1993, and $500,000,000 for fiscal year 1994* to carry out the provisions of this subtitle (other than section 681A).

* * * * * * *

DEFINITIONS

SEC. 673. For purposes of this subtitle:

(1) The term "eligible entity" means any organization which was officially designated as a community action agency or a community action program under the provisions of section 210

of the Economic Opportunity Act of 1964 for fiscal year 1981, or which came into existence during fiscal year 1982 as a direct successor in interest to such a community action agency or community action program and meets all the requirements under section 675(c)(3) of this Act with respect to the composition of the board, unless such community action agency or a community action program lost its designation under section 210 of such Act as a result of a failure to comply with the provisions of such Act. The term "eligible entity" also includes any limited purposes agency designated under title II of the Economic Opportunity Act of 1964 for fiscal year 1981 which served the general purposes of a community action agency under title II of such Act, unless such designated agency lost its designation under title II of such Act as a result of a failure to comply with the provisions of such Act, any grantee which received financial assistance under section 222(a)(4) of the Economic Opportunity Act of 1964 in fiscal year 1981, and any organization to which a State which applied for and received a waiver from the Secretary under Public Law 98-139 made a grant under this Act in fiscal year 1984. **[**In**]** *If* any geographic area of a State **[**not presently**]** *is not, or ceases to be,* served by an eligible entity, the **[**Governor**]** *chief executive officer* of the State may decide to serve such a new area by—

* * * * * * *

(C) where no existing eligible entity requested to serve the new area decides to do so, designating any existing eligible entity, any organization which has a board meeting the requirements of section 675(c)(3) or any political subdivision of the State to serve the new area. **[**The Governor's**]** *In making a designation under this subparagraph, such chief executive officer shall give priority to such organization. Such officer's* designation of an organization which has a board meeting the requirements of section 675(c)(3) or a political subdivision of the State to serve the new area shall qualify such organization as an eligible entity under this Act.

(2) the term "poverty line" means the official poverty line defined by the Office of Management and Budget based on Bureau of the Census data. The Secretary shall revise the poverty line annually (or at any shorter interval the Secretary deems feasible and desirable) which shall be used as a criterion of eligibility in community service block grant programs. The required revision shall be accomplished by multiplying the official poverty line by the percentage change in the Consumer Price Index **[**for all Urban**]** *For All Urban* Consumers during the annual or other interval immediately preceding the time at which the revision is made. Whenever the State determines that it serves the objectives of the block grant established by this subtitle the State may revise the poverty line to not to exceed 125 percent of the official poverty line otherwise applicable under this paragraph.

* * * * * * *

SEC. 674. (a)(1) * * *

* * * * * * *

(2)(A) Subject to subparagraph (B), if the amount appropriated under section 672 for each fiscal year that remains after—

(i) the Secretary makes the apportionment required in subsection (b)(1); and

(ii) the Secretary determines the amount necessary for the purposes of section 681(c);

exceeds $360,000,000, the Secretary shall allot to each State not less than one-half of 1 percent of such appropriated amount.

(B) Subparagraph (A) shall not apply with respect to a fiscal year if the amount allotted under paragraph (1) to any State is less than the amount allotted under such paragraph to such State for the fiscal year preceding the fiscal year for which a determination is made under this paragraph.

(C) Notwithstanding subparagraph (A), the amount allotted to a State shall not exceed 140 percent of the amount allotted to such State for the fiscal year preceding the fiscal year for which a determination is made under this paragraph.

[(2)] *(3)* For purposes of this subsection, the term "State" does not include Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

* * * * * * *

DISCRETIONARY AUTHORITY OF SECRETARY

* * * * * * *

SEC. 681. (a) * * *

(D) technical assistance and training programs in [rural housing and community facilities development] *the planning and development of rural housing (including rental housing for low-income individuals) and community facilities* (in selecting entities to carry out such programs, the Secretary shall give priority to private nonprofit organizations that before the date of the enactment of the Human Services Reauthorization Act of 1986 carried out such programs under this subparagraph);

* * * * * * *

(F) [national or regional] programs designed to provide [recreational activities] *instructional activities described in subsection (b)* for low-income of youth; and

* * * * * * *

(b) Any instructional activity carried out under subsection (a)(2)(F) shall be carried out on the campus of an institution of higher education (as defined in section 1201(a) of the Higher Education Act of 1965) and shall include—

(1) access to the facilities and resources of such institution;

(2) an initial medical examination and follow-up referral or treatment, without charge, for youth during their participation in such activity;

(3) at least one nutritious meal daily, without charge, for participating youth during each day of participation;

(4) high quality instruction in a variety of sports, that shall include swimming, and that may include dance, provided by coaches and teachers from institutions of higher education, and from elementary and secondary schools (as defined in sections 1471(8) and 1471(21) of the Elementary and Secondary Education Act of 1965); and

(5) enrichment instruction and information on matters relating to the well-being of youth, such as educational opportunities and study practices, the prevention of drug and alcohol abuse, health and nutrition, career opportunities, and job responsibilities.

[(b)**]***(c)*(1) The final reports submitted by recipients of assistance under this section on projects completed with such assistance shall be summarized and reported by the Secretary annually to the Chairman of the Committee on Education and Labor of the House of Representatives and the Chairman of the Committee on Labor and Human Resources of the Senate. The report shall contain a list of recipients who have received assistance under this section outside of the competitive process.

(2) The Secretary shall, at the end of each fiscal year, prepare and distribute a catalog listing all the projects assisted under clause (A) of subsection (a)(2) in such fiscal year. The catalog shall include—

(A) a description of each project;

(B) an identification of the agency receiving the award, including the name and address of the principal investigator;

(C) a description of the project objectives; and

(D) a statement of the accomplishments of the project.

[(c)**]** *(d)* Of the amounts appropriated under section 672(b) for any fiscal year, not more than 9 percent of such amounts shall be available to the Secretary for purposes of carrying out this section, *section 682*, and subchapter A of chapter 8 of subtitle A of this title.

COMMUNITY FOOD AND NUTRITION

SEC. 681A. (a) The Secretary may through grants to public and private nonprofit agencies, provide for community-based, **[**local, and statewide**]** *local, Statewide, and national* programs—

* * * * * * *

[(b)(1) From 60 percent of the amount appropriated for a fiscal year to carry out this section, the Secretary shall allot for grants under subsection (a) to eligible agencies for statewide programs in each State an amount which bears the same ratio to 60 percent of such appropriation as the low-income and unemployed populations of such State bear to the low-income and unemployed populations of all the States.

[(2) Forty percent of the amount appropriated in a fiscal year to carry out this section shall be available for grants under subsection (a) to be awarded on a competitive basis to eligible agencies for local and statewide programs. In any fiscal year no agency may receive funds awarded in accordance with this paragraph in excess of $50,000.**]**

(b)(1) The first $5,000,000 appropriated for a fiscal year to carry out this section shall be allocated as follows:

(A) The Secretary shall utilize 60 percent of such amount to make allotments for grants under subsection (a) to eligible agencies for statewide programs in each State in an amount that bears the same ratio to 60 percent of such amount (up to $5,000,000) as the low-income and unemployed populations of such State bear to the low-income and unemployed populations of all the States. An eligible agency must demonstrate that the proposed activities are statewide in scope and represent a comprehensive and coordinated effort to alleviate hunger within the State.

(B) The Secretary shall utilize the remaining 40 percent of such amount to award grants on a competitive basis to eligible agencies for local and statewide programs. In any fiscal year no agency shall receive funds under this subparagraph and paragraph (2)(B) in excess of $50,000.

(2) Any amounts appropriated for a fiscal year to carry out this section in excess of $5,000,000 shall be allocated as follows:

(A) The Secretary shall utilize 40 percent of such amount to make allotments for grants under subsection (a) to eligible agencies for statewide programs in each State in an amount that bears the same ratio to 40 percent of such amount as the low-income and unemployed populations of such State bears to the low-income and unemployed populations of all States. An eligible agency must demonstrate that the proposed activities are statewide in scope and represent a comprehensive and coordinated effort to alleviate hunger within the State.

(B) The Secretary shall utilize 40 percent of such amount to award grants on a competitive basis to eligible agencies for local and statewide programs. In any fiscal year no agency shall receive funds under this subparagraph and paragraph (1)(B) in excess of $50,000.

(C) The Secretary shall utilize the remaining 20 percent of such amount to award grants on a competitive basis to eligible agencies for nationwide programs, including programs benefiting Native Americans or migrant farm workers.

(3) From the amounts allocated under paragraphs (1)(A) and (2)(A), the minimum total allotment for each State and the District of Columbia for each fiscal year shall be—

(A) $15,000, if the total amount appropriated to carry out this section is greater than or equal to $7,000,000;

(B) $20,000, if the total amount appropriated to carry out this section is greater than or equal to $10,000,000; or

(C) $30,000, if the total amount appropriated to carry out this section is greater than or equal to $15,000,000.

(c) For each fiscal year, the Secretary shall prepare and submit, to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Human Resources of the Senate, a report concerning the grants awarded under this section. Such report shall include—

(1) a list of grantees;

(2) the amount of funding awarded to each grantee; and

(3) a summary of the activities performed by grantees with funds awarded under this section and a description of the

manner in which such activities meet the objectives described in subsection (a).

[(c)**]** *(d)* There is authorized to be appropriated $3,000,000 for **[**each of the fiscal years 1987, 1988, 1989, and**]** *fiscal year* 1990, *$10,000,000 for fiscal year 1991, $15,000,000 for fiscal year 1992, $20,000,000 for fiscal year 1993, and $25,000,000 for fiscal year 1994* to carry out this section.

[SEC. 682. (a)(1) The purpose of this section is to permit, for fiscal year 1982 only, States to choose to operate programs under the block grant established by this subtitle or to have the Secretary operate programs under the provisions of law repealed by section 683(a).

[(2) the Secretary shall carry out the provisions of this section through the Office of Community Services established in section 676(a).

[(b)(1) Notwithstanding the provisions of section 683(a) or any other provision of law, a State may, for fiscal year 1982 only, make a determination that the State chooses not to operate programs under the block grant established by this subtitle. If the State makes such a determination, the State's allotment under section 674 shall be used within the State by the Secretary to carry out programs (in accordance with paragraph (4)) under the provisions of law in effect on September 30, 1981, but repealed by section 683(a).

[(2) The provisions of paragraph (1) apply to the provisions of law referred to in such paragraph, regardless of whether there is a specific termination provision or other provision of law repealing or otherwise terminating any program subject to this Act.

[(3) Each state which, pursuant to paragraph (1), determines to have the Secretary operate programs under the provisions of law in effect on September 30, 1981, but repealed by section 683(a), shall give notice to the Secretary of such determination. Such notice shall be submitted to the Secretary prior to the beginning of the first quarter of fiscal year 1982, and at least 30 days before the beginning of any other quarter during such fiscal year. For purposes of this section, the quarters for fiscal year 1982 shall commence on October 1, January 1, April 1, and July 1 of fiscal year 1982.

[(4)(A) In any case in which the Secretary carries out programs under paragraph (1) the Secretary shall provide for the carrying out of such programs by making grants for such purpose to eligible entities (as defined in section 673(1), to migrant and seasonal farm worker organizations, or to both such entities and such organizations or to entities designated under subparagraph (B).

[(B)(i) In any case in which a community action agency is denied refunding or is terminated for cause by the Secretary during fiscal year 1982 (regardles sof whether such community action agency seeks review of such determination), the Secretary, with the concurrence of the chief executive officer of the State involved, may designate another public or private nonprofit agency to administer a community action program (as defined in section 210(a) of the Economic Opportunity Act of 1964, as in effect on September 30, 1981) in the same community.

[(ii) If, after the Secretary makes a desingation under clause (i) and before the State involved begins operating programs under the block grant established in this subtitle, a final determination is made to restore funding to the community action agency which was terminated or whose refunding was denied, then the agency designated under clause (i) shall lose its designation (as of the effective date of such final determination).

[(iii) Notwithstanding the foregoing provisions of this section, if the Secretary makes a designation under clause (i), then the agency so designated shall be considered to be an eligible entity for purposes of this subtitle through fiscal year 1983.

[(c) The Secretary shall provide such assistance to the States as the States may require in order to carry out the provisions of this section.

[(d) The Secretary may reserve not more than 5 percent of any State's allotment for administration of such State's programs under the block grant established by this subtitle, if such State has made a determination that the State chooses not to operate programs under the block grant established by this subtitle, and the Secretary is carrying out such State's programs under the provisions of law in effect on September 30, 1981.

[(e) Upon the enactment of this Act, the Director of the Office of Management and Budget is authorized to provide for termination of the affairs of the Community Services Administration. He shall provide for the transfer or other disposition of personnel, assets, liabilities, grants, contracts, property, records, and unexpended balances of appropriations, authorizations, allocations, and other funds held, used, arising from, available to, or to be made available in connection with implementation of the authorities terminated by section 683(a) as necessary to effectuate the purposes of this subtitle.]

SEC. 682. ANNUAL REPORT.

(a) REQUIREMENT.—

(1) IN GENERAL.—For each fiscal year beginning after September 30, 1991, the Secretary shall, by contract with an entity that is knowledgeable about programs and projects assisted under this subtitle, prepare a report that shall contain—

(A) a description of the identity of each eligible entity, agency, organization, and person that receives, directly or indirectly, funds to carry out this subtitle in such fiscal year;

(B) with respect to each particular purpose or activity referred to in section 675(c)(1), a description of the—

(i) aggregate amount of such funds expended in such fiscal year to achieve such purpose or carry out such activity; and

(ii) number of individuals who directly benefited from the amount so expended.

(2) ADDITIONAL INFORMATION.—For any fiscal year beginning after September 30, 1991, the Secretary may, by contract, include in the report prepared under paragraph (1), any additional information that the Secretary considers to be appropriate to carry out this subtitle, except that the Secretary shall not require a State to provide such additional information until the expiration of the 1-year period beginning on the date the Secretary no-

tifies such State that such additional information will be required to be provided by such State.

(3) LIMITATION.—The Secretary shall not carry out this subsection by entering into a contract with any State, eligible entity, agency, organization, or person that receives, directly or indirectly, funds to carry out this subtitle.

(b) SUBMISSION TO CONGRESS.—Not later than 180 days after the end of the fiscal year for which a report is required by subsection (a) to be prepared, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Human Resources of the Senate—

(1) such report in the form in which it was received by the Secretary; and

(2) any comments the Secretary may have with respect to such report.

(c) FUNDING.—Of the funds made available under section 681(d), not more than $250,000 shall be available to carry out this section.

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CHILD DEVELOPMENT ASSOCIATE SCHOLARSHIP ASSISTANCE ACT OF 1985

* * * * * * *

SEC. 603. APPLICATIONS.

(a) * * *

* * * * * * *

(C) in amounts sufficient to cover the cost of application, assessment, and credentialing *(including, at the option of the State, and training necessary for credentialing)* for the Child Development Associate credential for such individuals; **[**and**]**

(2) not more than 50 percent of the funds received under this title by a State may be used to provide scholarship assistance under paragraph (1) to cover the cost of training described in paragraph (1)(C); and

[(2)**]** *(3)* not more than 10 percent of the funds received by the State under this title will be used for the costs of administering the program established in such State to award such assistance.

* * * * * * *

SEC. 604. DEFINITIONS.

For purposes of this title—

(1) the term "eligible individual" means a candidate for the Child Development Associate credential whose income does not exceed the poverty line, as defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2)), by more than **[**50**]** *150* percent;

* * * * * * *

SEC. 606. AUTHORIZATION OF APPROPRIATIONS.

There **[**is authorized**]** *are authorized* to be appropriated $1,500,000 for **[**each of the fiscal years 1987, 1988, 1989, and**]** *fiscal year* 1990, *$3,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992, 1993, and 1994* for carrying out this title.

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HUMAN SERVICES REAUTHORIZATION ACT OF 1986

* * * * * * *

TITLE 42, UNITED STATES CODE

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§ 9910b. Demonstration partnership agreements addressing needs of the poor

(a) GENERAL AUTHORITY.—

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(c) PROGRAMS DIRECTED TO SPECIAL POPULATIONS.—(1) In addition to the grant programs described in subsection (a), the Secretary shall make grants to eligible entities for the purpose of demonstrating new and innovative approaches to addressing the problems of, and providing opportunities for leadership development and community involvement to, disadvantaged persons between the ages of 17 and 25 from populations experiencing conditions such as a high poverty rate, high unemployment, low labor force participation, low rate of high school completion, high incidence of involvement in violence, and a high rate of incarceration. Services provided through approaches funded by such grants may include, assessment and development of employability plans, remedial education, motivational activities, life skills instruction, community service, and employment training, placement, and follow-up.

(2) Such grants may be made only with respect to applications that—

(A) identify and describe the population to be served, the problems to be addressed, the overall approach and methods of outreach and recruitment to be used, and the services to be provided;

(B) describe how the approach to be used differs from other approaches used for the population to be served by the project;

(C) describe the objectives of the project and contain a plan for measuring progress toward meeting those objectives; and

(D) contain assurances that the grantee will report on the progress and results of the demonstration at such times and in such manner as the Secretary shall require.

(3) Notwithstanding subsection (b), such grants shall not exceed 80 percent of the cost of such programs.

(4) Such grants shall be made annually on such terms and conditions as the Secretary shall specify to eligible entities that serve the populations described in paragraph (1) and that are located within those areas where such populations are concentrated.

[(c)] *(d)* Dissemination of Results.—

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[(d)] *(e)* Replication of Programs.—

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[(e)] *(f)* Report to Congress.—

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[(f)] *(g)* Definitions.—

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[(g)] *(h)(1)* Authorization of Appropriations.—There are authorized to be appropriated [$5,000,000 for each of the fiscal years 1987, 1988, and 1989, and] $7,000,000 for fiscal year 1990, *$10,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992, 1993, and 1994,* to carry out this section *with the exception of subsection (c).*

(2) There are authorized to be appropriated $10,000,000 for fiscal year 1991, and such sums as may be necessary in each of the fiscal years 1992 through 1994, to carry out subsection (c).

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COMPREHENSIVE CHILD DEVELOPMENT ACT

AUTHORIZATION OF APPROPRIATIONS

Sec. 670T. (a) Subject to subsection (b), there is authorized to be [appropriated $25,000,000 for each of the fiscal years 1989, 1990, 1991, 1992, and 1993 to carry out this subchapter.] *appropriated, $50,000,000 for each of the fiscal year 1991, 1992, 1993, and 1994.*

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LOW-INCOME HOME ENERGY ASSISTANCE ACT OF 1981

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TITLE 42—UNITED STATES CODE

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Subchapter II—Low Income Home Energy Assistance

SEC. 8621. HOME ENERGY GRANTS AUTHORIZED; AUTHORIZATION OF APPROPRIATIONS.

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(b) There are authorized to be appropriated to carry out the provisions of this title (*other than section 2607A*) [$2,050,000,000 for fiscal year 1987, $2,132,000,000 for fiscal year 1988, $,218,000,000 for fiscal year 1989, and] $2,307,000,000 for fiscal year 1990, *$2,150,000,000 for fiscal year 1991, $2,230,000,000 for fiscal year 1992, and such sums as may be necessary for each of the fiscal years 1993 and 1994. The authorization of appropriations contained in this subsection are subject to the program year provisions of subsection (c).*

(c)(1) In fiscal year 1992 and each fiscal year thereafter, amounts appropriated under this section for an fiscal year for programs and activities under this Act shall be made available for obligation only on the basis of a program year. The program year shall begin on July 1 of the fiscal year for which the appropriation is made.

(2) Amounts appropriated for fiscal year 1992 shall be available both to fund activities for the period between October 1, 1991, and July 1, 1992, and for the program year beginning July 1, 1992.

(3) there are authorized to be appropriated such additional sums as may be necessary for the transition to carry out this subsection.

(d) There are authorized to be appropriated to carry out section 2607A, $25,000,000 in fiscal year 1992, and $50,000,000 in each of the fiscal years 1993 and 1994.

SEC. 8623. STATE ALLOTMENTS.

(a) Amount; Distribution, Computation, etc.—

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(f)*(1)* Optional Transfer of Funds to Block Grants for Community Service Programs, Preventive Health Services, etc.—A State may transfer **[**up to 10 percent**]** *in accordance with paragraph (2) a percentage* of its allotment under this section for any fiscal year for its use for such fiscal year under other provisions of Federal law providing block grants for—

[(1)**]** *(A)* support of activities under subtitle B of title VI (relating to community services block grant program) [42 U.S.C. 9901 et seq.];

[(2)**]** *(B)* support of activities under title XX of the Social Security Act [42 U.S.C. 1397 et seq.]; or

[(3)**]** *(C)* support of preventive health services, alcohol, drug, and mental health services, and primary care under title XIX of the Public Health Service Act [42 U.S.C. 300w et seq.], and maternal and child health services under title V of the Social Security Act [42 U.S.C. 701 et seq.];

or **[**any**]** *a* combination of the activities described in paragraphs **[**(1), (2), and (3)**]** *(A), (B), and (C).* Amounts allotted to a State under any provisions of Federal law referred to in the proceding sentence and transferred by a State for use in carrying out the purposes of this subchapter shall be treated as if they were paid to the State under this subchapter but shall not affect the computation of the State's allotment under this subchapter. The State shall inform the Secretary of any such transfer of funds.

(2)(A) Not to exceed 10 percent of the funds payable to a State under this section for each of the fiscal years 1991 through 1993 may be transferred under paragraph (1).

(B) Beginning is fiscal year 1994, no funds payable to a State under this section shall be transferred under paragraph (1).

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SEC. 8624. APPLICATIONS AND REQUIREMENTS.

(a) * * *

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(b) Certification Required for Covered Activities.—As part of the annual application required by subsection (a) of this section, the chief executive officer of each State shall certify that the State agrees to—

* * * * * * *

(12) [provide for] *timely and meaningful* public participation in the development of the plan described in subsection (c) of this section;

(13) provide an opportunity for a fair administrative hearing to individuals whose claims for assistance under the plan described in subsection (c) of this section are denied or are not acted upon with reasonable promptness; [and]

(14) cooperate with the Secretary with respect to data collecting and reporting under section 8629 of this title[.]*; and*

(15) beginning in fiscal year 1992, provide, in addition to such services as may be offered by State Departments of Public Welfare at the local level, outreach and intake functions for crisis situations and heating and cooling assistance that is administered by additional State and local governmental entities or community-based organizations (such as community action agencies, area agencies on aging, and not-for-profit neighborhood-based organizations), and in States where such organizations do not administer intake functions as of September 30, 1991, preference in awarding grants or contracts for intake services shall be provided to those agencies that administer the low-income weatherization or Crisis Assistance Programs.

The Secretary may not prescribe the manner in which the States will comply with the provisions of this subsection. The Secretary shall issue regulations to prevent waste, fraud, and abuse in the programs assisted by this subchapter[.] *and to establish a procedure for reviewing and investigating any complaint regarding State program compliance with Federal statutes and regulations, not later than 60 days after the receipt of such complaint, and making a formal written determination based on such complaint that the State plan is or is not in compliance with the requirements of this title and applicable regulations.*

(c) STATE PLAN; REVISION; PUBLIC INSPECTION.—(1) As part of the annual application required in subsection (a) of this section, the chief executive officer of each State shall prepare and furnish to the Secretary, in such format as the Secretary may require, a plan which—

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(2) Each plan prepared under paragraph (*l*) and each substantial revision thereof shall be made available for public inspection within the State involved in such a manner as will facilitate *timely and meaningful* review of, and comment upon, such plan or substantial revision.

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(k) LIMITATION ON USE OF FUNDS.—[Not] *(1) Except as provided in paragraph (2), not* more than 15 percent of the greater of—

[(1)] *(A)* the funds allotted to a State under this subchapter for any fiscal year; or

[(2)] *(B)* the funds available to such State under this subchapter for such fiscal year;

may be used by the State for low-cost residential weatherization or other energy-related home repair for low-income households.

(2)(A) If a State receives a waiver granted under subparagraph (B) for a fiscal year, the State may use not more than the greater of 25 percent of—

(i) the funds allotted to a State under this title for such fiscal year; or

(ii) the funds available to such State under this title for such fiscal year;

for low-cost residential weatherization or other energy-related home repair for low-income households.

(B) For purposes of subparagraph (A), the Secretary may grant a waiver to a State for a fiscal year if the State submits a written request to the Secretary after March 31 of such fiscal year and if the Secretary determines that—

(i)(I) the number of households in the State that will receive benefits, other than weatherization and energy-related home repair, under this title in such fiscal year will not be fewer than the number of households in the State that received benefits, other than weatherization and energy-related home repair, under this title in the preceding fiscal year; and

(II) the aggregate amounts of benefits that will be received under this title by all households in the State in such fiscal year will not be less than the aggregate amount of such benefits that were received under this title by all households in the State in the preceding fiscal year; and

(III) such weatherization activities have been demonstrated to produce measurable savings in energy expenditures by low-income households; or

(ii) the State has good cause for failing to satisfy the requirements specified in clause (i).

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SEC. 8626. PAYMENTS TO STATES; FISCAL YEAR REQUIREMENTS RESPECTING AVAILABILITY, ETC.

(a) From its allotment under section 8623 of this title, the Secretary shall make payments to each State in accordance with section 6503(a) of title 31, for use under this subchapter.

(b)(1) If—

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(2)(A) * * *

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(B) No amount may be held available under this paragraph for a State from a prior fiscal year to the extent such amount exceeds [15 percent] *10 percent* of the amount payable to such State for such prior fiscal year and not transferred pursuant to section 8623(f) of this title. For purposes of the preceding sentence, the amount payable to a State but not transferred by the State for a fiscal year shall be determined without regard to any amount held available under this paragraph for such State for such fiscal year from the prior fiscal year.

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SEC. 2607A. INCENTIVE PROGRAM FOR LEVERAGING NON-FEDERAL RESOURCES.

(a) In General.—Beginning in fiscal year 1992, the Secretary may allocate amounts appropriated under section 2602(d) to provide supplementary funds to States that have acquired non-Federal leveraged resources for the program established under this title.

(b) Definition.—For purposes of this section, the term "leveraged resources" means the benefits made available to the low-income home energy assistance program of the State, and to Federally-qualified low-income households, that—

(1) represent a net addition to the total energy resources available to State and Federally-qualified households in excess of the amount of such resources that could be acquired by such households through the purchase of energy at commonly available household rates: and

(2) result from the acquisition by the State program of quantifiable benefits that—

(A) are obtained from energy vendors through negotiation, regulation or competitive bid; or

(B) are appropriated for distribution through the program by the State.

(c) Distribution.—

(1) Formula.—Distribution of amounts made available under this section shall be based on a formula developed by the Secretary that is designed to take into account the success in leveraging existing appropriations in the preceding fiscal year as measured under section 2607(b)(2). Such formula shall take into account the size of the allocation of the State under this title and the ratio of leveraged resources to such allocation.

(2) By state.—A State may expend funds allocated under this title as are necessary, not to exceed .0008 percent of such allocation or $35,000 each fiscal year, whichever is greater, to identify, develop, and demonstrate leveraging programs. Funds allocated under this section shall only be used for increasing or maintaining benefits to households.

(d) Quantification.—Each State shall quantify the dollar value of leveraged resources received or acquired by such State under this section by using the best available data to calculate such leveraged resources less the sum of any costs incurred by the State to leverage such resources and any cost imposed on the Federally-eligible low-income households in such State.

(e) Report.—Not later than July 31, of each year, each State shall prepare and submit, to the Secretary, a report that quantifies the leveraged resources of such State in order to qualify for assistance under this section for the following fiscal year.

(f) State Share.—The Secretary shall determine the share of each State of the amounts made available under this section based on the formula described in subsection (c) and the State reports. The Secretary shall promulgate regulations for the calculation of the leveraged resources of the State and for the submission of supporting documentation. The Secretary may request any documentation that

the Secretary determines necessary for the verification of the application of the State for assistance under this section.

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PUBLIC HEALTH SERVICE ACT

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TITLE III—GENERAL POWERS AND DUTIES OF PUBLIC HEALTH SERVICE

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PART C—HOSPITALS, MEDICAL EXAMINATIONS, AND MEDICAL CARE

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SHARING OF MEDICAL CARE FACILITIES AND RESOURCES

SEC. 327A. (a) * * *

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SEC. 328. PRIMARY PEDIATRIC CARE FOR DISADVANTAGED CHILDREN PROGRAM.

(a) DEFINITIONS.—As used in this section:

(1) PRIMARY PEDIATRIC CARE.—The term "primary pediatric care" means—

(A) preventive care including anticipating guidance, appropriate early treatment, immunizations, and other services designed to promote health and prevent disease, which should include a comprehensive health examination that involves services identical to those required under early and periodic screening, diagnosis and treatment programs under sections 1902(a)(43) and 1905(a)(4)(B) of the Social Security Act;

(B) acute illness care, including diagnosis and early treatment of illnesses in order to prevent complications or the development of chronic disorders;

(C) evaluations conducted to detect physical abuse, sexual abuse, or neglect of children; and

(D) continuing care of individuals suffering from certain chronic diseases or disabling conditions.

(2) OUTREACH.—The term "outreach" means—

(A) the intensive identification of isolated and vulnerable children; and

(B) the undertaking of comprehensive assessments and referrals for purposes of prividing immediate direct care and access to health care systems.

(b) AUTHORITY.—The Secretary may make grants to, and enter into contracts with, public and nonprofit private organizations, agencies, and institutions, to pay part or all of the costs of establishing programs (such as the New York Children's Health Project) designed to provide high quality primary pediatric care to economically disadvantaged children under the age of 19 who, on the date of enactment of this section, do not have access to such care as a result

of geographic, cultural, financial, and other barriers, for the purposes described in subsection (c), or for operating such programs, or both.

(c) ELIGIBLE ACTIVITIES.—A recipient shall use funds available under this section for as many of the following as practicable—

(1) child outpatient facilities or, where appropriate, mobile medical units, staffed by physicians, nurse practitioners, and other health care providers to provide primary care services;

(2) an extensive follow up system to ensure maximum consultative and referral visits for comprehensive health needs;

(3) prenatal care;

(4) substance abuse detection and preventive and therapeutic counseling;

(5) evaluation and treatment services for behavioral and emotional disorders either directly or through referrals to appropriate specialists;

(6) a health service program for children in foster care;

(7) a program to provide medical services and community referrals to runaway and homeless youth;

(8) a program to provide continuous, comprehensive care for children with special medical needs, particularly children with disabilities and chronic illness;

(9) formal linkages with facilities providing necessary referral or ancillary services, including hospital outpatient and inpatient care, community health centers, educational institutions, Head Start programs, and social welfare and child abuse programs; and

(10) methods of data collection (through the use of computerized systems to the extent feasible), including statistics concernign children and families and the specifics of the health care needs of such children and familites which should enable the tracking of families and promote a continuum of health care.

(d) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated to carry out this section, $10,000,000 for fiscal year 1991, and such sums as are necessary for each succeeding fiscal year.

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PART D—PRIMARY HEALTH CARE

Subpart I—Primary Health Centers

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Subpart V—Health Services for the Homeless

GRANT PROGRAM FOR CERTAIN HEALTH SERVICES FOR THE HOMELESS

SEC. 340. (a) * * *

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Subpart VI—Health Services for Pregnant Women and Infants

SEC. 340J. DEMONSTRATION GRANTS FOR MEDICAID REFERRAL.

(a) DEFINITIONS.—As used in this subpart:

(1) COMMUNITY ORGANIZATION.—The term "community organization" means—

(A) a well-baby or immunization clinic or mobile van;

(B) a neighborhood, community, or migrant health center;

(C) a family support or family resource program;

(D) a Head Start agency designated under section 641 of the Head Start Act (42 U.S.C. 9836), licensed day care center, or local child care resource and referral program;

(E) a visiting public health nurse program;

(F) a mental health clinic;

(G) a program serving homeless women and children;

(H) a nonprofit or public hospital;

(I) a family planning organization;

(J) a church, or church-related organization; or

(K) any other local point of contact with pregnant women and children.

(2) DIRECTOR.—The term "Director" means the Director of the Bureau of Maternal and Child Health and Resources Development of the Health Resources and Services Administration of the Department of Health and Human Services.

(3) IDENTIFICATION AND REFERRAL SERVICES.—The term "identification and referral services" includes services to—

(A) identify pregnant women and children who are potentially eligible for medicaid assistance;

(B) encourage and assist the women and children in applying for medicaid assistance;

(C) provide follow up assistance to help the women and children overcome barriers to obtaining medicaid assistance; and

(D) maintain contact with and provide support to the women and children to ensure that the women and children continue to receive medicaid assistance.

(4) MEDICAID ASSISTANCE.—The term "medicaid assistance" means medical assistance provided under a State plan under section 1902 of the Social Security Act (42 U.S.C. 1396a).

(5) PREGNANT WOMEN AND CHILDREN.—The term "pregnant women and children" means pregnant women, infants, and children under age 19.

(b) ESTABLISHMENT.—The Director shall make grants to eligible organizations for demonstration projects to assist pregnant women and children in establishing eligibility for medicaid assistance.

(c) USE OF FUNDS.—An eligible organization shall use grants provided under subsection (b)—

(1) to establish a program under a cooperative agreement with other relevant community-based organizations to provide identification and referral services to pregnant women and children within the community; and

(2) to compile information on—

(A) the number of pregnant women and children within the community contacted by the program;

(B) the number of women and children described in subparagraph (A) who did not receive medicaid assistance at the time of initial contact with the program, analyzed by

the reasons that the women and children did not receive assistance;

(C) the number of women and children described in subparagraph (A) who received services through the program; and

(D) the number of women and children described in subparagraph (A) who established eligibility for medicaid assistance after receiving services through the program.

(d) Application.—To be eligible for a grant under subsection (b), the organization shall submit an application to the Director at such time, in such manner, and containing such agreements, assurances, and information, as the Secretary determines to be necessary to carry out this section. At a minimum, the application shall contain—

(1) a description of the services to be provided by the organization;

(2) a description of the qualifications of the organization to provide services;

(3) information demonstrating the familiarity of the applicant with the community in which the organization will provide services, including information demonstrating the existence of community support and cooperative agreements with other relevant community-based organizations; and

(4) assurances that the organization will emphasize personal contacts with potentially eligible pregnant women and the parents of eligible children and not rely primarily on media-based announcements about medicaid assistance and methods of obtaining medicaid assistance.

(e) Eligible Organizations.—Organizations eligible to receive a grant under this section shall include private nonprofit community organizations.

(f) Study and Report.—

(1) Study.—The Secretary shall conduct a study of the impacts of demonstration projects carried out under this section, including a review of the information compiled under subsection (c)(2), to determine how identification and referral services could increase the enrollment of pregnant women and children in the medicaid program, with a goal of enrolling every eligible pregnant woman and child in the United States.

(2) Report.—Not later than March 1, 1993, the Secretary shall prepare and submit to Congress a report containing the results of the study conducted under paragraph (1), and make recommendations for legislative and administrative reforms to increase the number of pregnant women and children obtaining medicaid assistance without reducing the level of medicaid assistance received by each recipient.

(g) Authorization of Appropriations.—There are authorized to be appropriated to carry out this section $10,000,000 for each of fiscal years 1991, 1992, and 1993, to be available without fiscal year limitation.

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